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City of Seattle

Gregory J. Nickels, Mayor

Seattle Police Department

R. Gil Kerlikowske, Chief of Police

## MEMORANDUM

Date: July 17, 2003

To: GREG NICKELS  
Mayor of Seattle

From: Assistant Chief Brent Wingstrand  
Seattle Police Department Emergency Preparedness Bureau  
Chairman, Disaster Management Committee

Subject: Seattle Disaster Readiness and Response Plan, Vol. I

I am pleased to forward the Seattle Disaster Readiness and Response Plan, Volume I. This new version of the Basic Plan, which was done in close cooperation with all departments and outside support organizations, satisfies the following City objectives:

- To comply with state policy that requires local emergency management plans to be updated every four years;
- To make changes mandated by recent revisions in state law;
- To reflect the many and substantial changes that have been made in City government organization, procedures, and policies.

On December 12, 2002, the appointed membership of the Disaster Management Committee (DMC) voted in favor of recommending this latest version of the Basic Plan for your consideration. The DMC representatives have signed the attached statement reflecting their approval, thus committing their respective departments to perform as described in the Basic Plan.

Upon your approval of the Plan, the document must be transmitted to the City Council for adoption.

Thank you for your consideration of this significant planning and operational document.



Seattle Police Department, 610 Third Avenue, Seattle, WA 98104-1886  
An equal employment opportunity, affirmative action employer. Accommodations for people with disabilities provided upon request.  
Call (206) 233-7203 at least two weeks in advance.



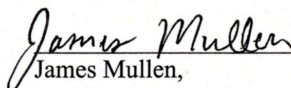


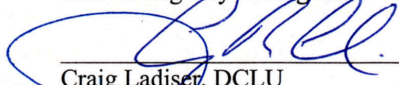
We, the undersigned, declare our support for the 2002 Basic Plan update. As members of the Disaster Management Committee, we are in favor of submitting it to the Mayor with the recommendation that it be promulgated as the City's primary guidance for emergency management.

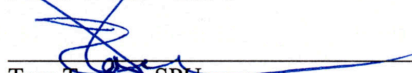
  
Assistant Chief Brent Wingstrand  
Chairman

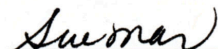
  
Deputy Chief Clark Kimerer, Alternate DMC  
Alternate DMC Chairman

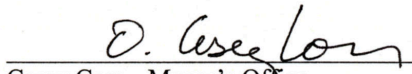
#### Emergency Support Function Coordinators

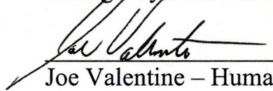
  
James Mullen,  
SPD Emergency Management - ESF 1


  
Craig Ladisich, DCLU  
Public Works - ESF 3

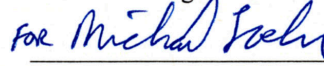
  
Tom Tanner, SPU  
Public Works - ESF 3

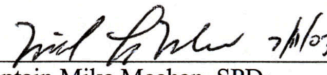
  
Sue Mar, SCL  
Public Works - ESF 3

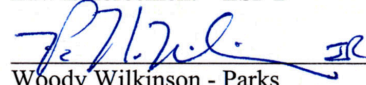
  
Casey Corr - Mayor's Office  
Emergency Public Information - ESF 5

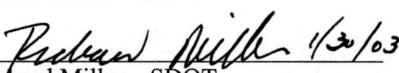
  
Joe Valentine - Human Services  
Human Services - ESF 6

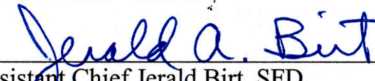
  
Dave Kerrigan - Fleets and Facilities  
Chairman - Logistics Services - ESF 7

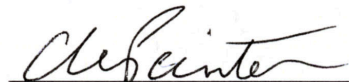
  
Joan Haynes - Seattle/King County  
Department of Health  
Public Works - ESF 8

  
Captain Mike Meehan, SPD  
Law Enforcement - ESF 2

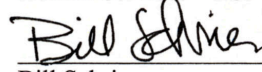
  
Woody Wilkinson - Parks  
Public Works - ESF 3

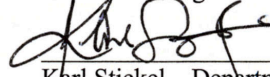
  
Richard Miller - SDOT  
Public Works - ESF 3

  
Assistant Chief Jerald Birt, SFD  
Fire - ESF 4

  
Alan Painter - Human Services  
Human Services - ESF 6

  
Brent Crook - DON  
Human Services - ESF 6

  
Bill Schrier  
Alternate - Logistics Services - ESF 7

  
Karl Stickel - Department of Finance  
Long Term Recovery and Unmet Needs - ESF 9

These actions are consistent with provisions of the Seattle Municipal Code (SMC 10.02.050)




Gregory J. Nickels  
Mayor of Seattle

**MEMORANDUM**

**DATE:** September 15, 2003

**TO:** All City Council Members, Department and Commission Heads, and City Employees

**FROM:** Greg Nickels 

**SUBJECT:** Promulgation of 2003 Update - Seattle Disaster Readiness and Response Plan

Maintenance and development of the City's disaster readiness and response capability is one of the most important duties of the Mayor. It is a responsibility that I take very seriously. I am firmly committed to making Seattle the best prepared City in the nation, fully capable of responding to natural, technological, and human-caused disasters. My fundamental objectives are to:

- Protect citizens and City employees
- Safeguard endangered property, infrastructure, and the environment
- Restore interruptions to public services
- Lead a citywide effort to assist in the recovery of all those who have suffered serious loss or damage in the aftermath of disaster

One of my major legal responsibilities is to oversee the maintenance of an updated Seattle Disaster Readiness and Response Plan. This plan, last updated in 1999, has been revised thoroughly to address new procedures and organizational arrangements, all of which have been recommended by the City's Disaster Management Committee and are hereby endorsed as my Executive direction to City managers, employees, and the general public. The Plan contains guidance in the following areas:

- Mitigating vulnerability to known hazards
- Maintaining readiness to cope with a major emergency or disaster
- Managing interdepartmental cooperation during a major emergency or disaster
- Seeking outside assistance, when resource needs exceed local capabilities

Upon approval by City Council Resolution, the revised plan will become the responsibility of all City Department and Commission Heads. This responsibility includes active leadership and support to ensure that the plan is being faithfully implemented and complied with, both on a daily basis as well as during emergency situations. This plan will serve as the City's primary reference for preparing citizens and city government for emergencies and for managing major emergencies. Department plans will conform to this guidance.

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Seattle City Hall, 7th Floor, 600 Fourth Avenue, Seattle, WA 98104-1804  
Tel (206) 684-4000 • TDD (206) 615-0476 • Fax (206) 684-5360 • [www.seattle.gov/mayor](http://www.seattle.gov/mayor)

## COUNCIL RESOLUTION

J. Mullen/M. Quinn  
J/2003 ord-reso/disaster plan reso  
8/8/2003  
version #1

RESOLUTION 30634

A RESOLUTION approving revisions made as of December 31, 2002 to the City of Seattle Disaster Readiness and Response Plan.

WHEREAS, Seattle Municipal Code (SMC) 10.02.050 requires that a Disaster Readiness and Response Plan be kept current, and that under the direction of the Mayor, proposed amendments thereto be presented to the City Council for review and approval by Resolution; and

WHEREAS, to qualify for state and local assistance grant monies from the Federal Emergency Management Agency, the City must ensure that its Disaster Readiness and Response Plan (the "Plan") is updated at least once every four years; and

WHEREAS, the City of Seattle Disaster Management Committee created by SMC 10.02.060 has determined through performance of legally mandated duties that the current Plan is in need of substantial updating to make it consistent with current City organization, changes in state law and revised emergency management practices and procedures; and

WHEREAS, the Disaster Management Committee prepared and submitted through the Seattle Police Department Emergency Management Section an agreed-upon revision of such Plan to the Mayor for his promulgation; and

WHEREAS, the Mayor, in accordance with Washington Administrative Code 118-30-060(6), and after careful consideration, has signified his endorsement of the revised Plan by Promulgation Memorandum; and

WHEREAS, under SMC 10.02.050, after City Council review and approval of proposed amendments to the Plan by Resolution, the Mayor is authorized to exercise in accordance with such Plan the powers provided therein; NOW, THEREFORE,

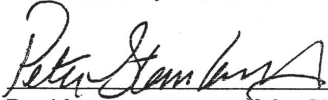
**BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SEATTLE, THE MAYOR CONCURRING, THAT:**

Section 1. The latest revision of the Seattle Disaster Readiness and Response Plan, which is dated December 31, 2002 and is attached to the fiscal note accompanying this resolution, has been reviewed and is hereby approved.



J. Mullen/M. Quinn  
J/2003 ord-reso/disaster plan reso  
8/8/2003  
version #1

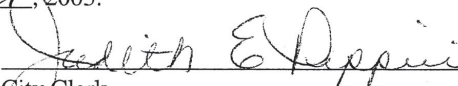
1 Adopted by the City Council the 8<sup>th</sup> day of December, 2003, and signed by me in  
2 open session in authentication of its adoption this 8<sup>th</sup> day of December, 2003.

3   
4 President \_\_\_\_\_ of the City Council

5 THE MAYOR CONCURRING:

6   
7  
8 Gregory J. Nickels, Mayor

9  
10 Filed by me this 17<sup>th</sup> day of Dec, 2003.

11   
12 City Clerk

13 (Seal)







STATE OF WASHINGTON  
MILITARY DEPARTMENT  
EMERGENCY MANAGEMENT DIVISION

MS: TA-20 Building 20  
Camp Murray, Washington 98430-5122  
Phone: (253) 512-7000 • FAX: (253) 512-7200

November 17, 2003

Mr. Jim Mullen  
Director, Emergency Management  
City of Seattle  
2320 Fourth Avenue  
Seattle, Washington 98121-1718

Dear Mr. Mullen:

Thank you for submitting the December 2002 *City of Seattle Disaster Readiness and Response Plan*. The plan is a complete document that is consistent with the *Washington State Comprehensive Emergency Management Plan*. The plan meets the criteria of WAC 118-30-060 and the requirements of RCW 38.52.070.

To ensure that you remain eligible for the Emergency Management Performance Grant funding program, please submit your plan maintenance schedule each year in accordance with WAC 118-09-030. Additionally, you should submit your updated plan every four years. For your consideration, we have enclosed comments that may help in the update of your next plan.

I congratulate you on completing this significant endeavor. My point of contact for emergency management plans is Dr. Terry Egan, (253) 512-7041.

Sincerely,

A handwritten signature in cursive script, reading "Glen L. Woodbury".

Glen L. Woodbury  
Director

GLW  
Enclosure





**Washington State Emergency Management Division  
comments to the  
City of Seattle Disaster Readiness and Response Plan**

**Comment:** When you use Emergency Support Function (ESF) titles and numbering, you should consider using the same ESF titles and numbering found in the *Federal Response Plan*, *Washington State Comprehensive Emergency Management Plan (CEMP)*, and the *King County Emergency Management Plan*. Consistency in these areas would facilitate communication and understanding among county, state, and federal agencies during exercises and actual emergencies.

**Comment:** In accordance with WAC 118-30-060, you should consider adding a section that addresses how you will annually exercise your plan.

(THIS PAGE HAS BEEN LEFT BLANK)

## Mission

To provide all of Seattle's residents, property owners, businesses and institutions, government departments and commissions, and emergency support organizations with a comprehensive emergency management system, that can:

1. reduce community and government vulnerability to known natural, technological and human-made hazards;
2. encourage behavior among the general population that will lead to widespread preparedness in all sectors;
3. foster cooperative planning at all levels, so there can be a uniform and rational approach for coordinating multi-agency and multi-jurisdictional actions — *before, during and after any threat to the public's welfare*;
4. regularly evaluate the City's capacity to effect a coordinated community and public response and recovery effort — *that is focused on protecting and saving lives, lessening human suffering, minimizing property, economic and environmental losses, and reestablishing a normal state of affairs*;
5. in any event causing damage and/or interruptions, hasten the restoration of public services and the return of all segments of the community to pre-disaster conditions, or when feasible to more disaster resistant standards for chronic risks.

## Purpose

1. This document is the City's principal planning source for explaining how The City of Seattle government will engage its collective resources to administer a comprehensive emergency management program.
2. It also institutionalizes the following as shared aims:
  - a) To promote mitigation strategies that will strengthen current efforts to improve the structural and non-structural integrity of critical facilities and infrastructure, make essential systems more resistant to interruptions, and protect vital assets.
  - b) To continue efforts to reduce home and work place hazard risk exposures that could cause injuries, loss of life, property damage, economic hardship, or environmental harm. Such initiatives may:
    - (1) seek federal mitigation or block grant opportunities,
    - (2) take advantage of land use and building code authority,
    - (3) build on risk management "best practices",
    - (4) leverage public/private partnerships, like those piloted in the "Seattle Project Impact" program, or
    - (5) evolve from public policy discussions.
  - c) To support a regular training and exercise program that will enable city officials and support organization representatives to maintain the level of proficiency and readiness needed to perform assigned emergency management duties.
  - d) To develop an increased level of emergency preparedness among all segments of the population, so that individuals, families, businesses and institutions can assume responsibility for taking care of their own basic survival needs for a minimum of the first 72-hours after a disaster. This is a national standard, which is predicated on the well-documented premise — *that local governments can encounter overwhelming demands in the immediate or even longer term aftermath of a disaster, especially one of catastrophic proportions*.
  - e) To ensure a coordinated governmental response and recovery effort that — *to its utmost capacity* — is able to minimize the extreme adversity a major emergency or disaster can wreak on citizens, their quality of life, and the wellbeing of the community as a whole.

- f) To reconstitute, as speedily as possible, government services that may become impaired from the effects of a major emergency or disaster.
- g) To provide citizens and owners of damaged property and businesses with humanitarian and economic recovery assistance from resources in the local community.
- h) To seek supplemental long-term humanitarian and economic recovery aid from the state and federal governments when local resources are insufficient and widespread damage has occurred.

## Scope

The mandate for political subdivisions in the state of Washington to establish a local organization for emergency management and to have a plan and program, to include an appointed local emergency management director, is contained in Section 38.52.070 of the Revised Code of Washington (RCW). All emergency management plans developed to comply with this requirement and all substantive updates, such as this change to the Seattle Disaster Readiness and Response Plan, shall be submitted to the Washington State Emergency Management Division (EMD) Director to secure recommendations thereon, and verification of consistency with the Washington State Comprehensive Emergency Management Plan (CEMP).

Moreover, the criteria to be applied by Washington State EMD in evaluating “comprehensive emergency operations plans” are prescribed in Section 118-30-060 of the Washington Administrative Code (WAC). Of equal help, especially in highlighting the building blocks that are the essence of a successful planning process, is the 2001 Washington State EMD Comprehensive Emergency Management Planning Guide. The latter offers local government planners a digest for acceptable plan organization, content, development, and maintenance.

The City’s enabling legislation, which can be found in Section 10.02.050 of the Seattle Municipal Code (SMC), states: “Plans and programs for executing emergency powers including a disaster readiness and response plan shall be prepared and kept current under the direction of the Mayor who shall submit such plans and programs and proposed amendments thereto to the City Council for review and approval by resolution. Upon such approval the Mayor shall be authorized to exercise in accordance with such plans and programs the powers provided therein.” Accordingly, after promulgation by the Mayor and confirmation by the City Council, this plan becomes applicable to all City elected and appointed officials, City employees and local support organizations.

The fundamental intent of the plan is to explain how the public policies, that buttress and give legal standing to the City’s emergency management program, will be administered to provide the citizens and City government of Seattle with a standardized system for managing major emergencies and disasters. Central components of this system shall include:

1. A comprehensive framework for effective use of government, private sector and volunteer resources.
2. An outline of local responsibilities.
3. The lawful means to obtain supplemental assistance from the state and federal governments.

## Limitations

Since the City’s Disaster Readiness and Response Plan represents a corporate capability that is constantly altered by changes that occur in the law, public policy, organizations, programs, systems, process, and the environment, it is impossible to promise the delivery of a perfect emergency management system. City actions may also be constrained because hazards can create effects that may impair the availability and use of City government assets, along with other essential services provided by the private sector. Despite these unavoidable limitations, the City will endeavor to make every reasonable effort within its capabilities to deal with the dangers and hardships imposed, i.e., based on the situation, the information available, and the resources at hand.

This Plan is adopted as an exercise of the police power of Seattle to protect and preserve the public peace, health, safety and welfare. Its provisions shall be liberally construed for the accomplishment of these purposes.

No provision of or term used in this Plan is intended to impose any duty whatsoever upon the City or any of its officers or employees, for whom the implementation or enforcement of this Plan shall be discretionary and not mandatory. Moreover, nothing contained in this Plan is intended to be nor shall be construed to create or form the basis for any liability on the part of the City or its officers, employees or agents, for any injury or damage resulting from failure of any public official or employee to comply with the provisions of this Plan, or by reason or in consequence of any act or omission in connection with the implementation or enforcement of this Plan on the part of the City by any of its officers, employees or agents.

It is expressly the purpose of this Plan to provide for and promote the health, safety and welfare of the general public. It is not intended to create or otherwise establish or designate any particular class or group of persons who will or should be especially protected or benefited by its provisions.

### Liability

1. The extent of liability protection afforded public officials is codified in RCW 4.24.470(1), which states: "An appointed or elected official or member of the governing body of a public agency is immune from civil liability for damages for any discretionary decision or failure to make a discretionary decision within his or her official capacity, but liability shall remain on the public agency for the tortious conduct of its officials or members of the governing body".
2. The following is quoted from RCW 70.136.050, Hazardous Materials Incidents: "An incident command agency in the good faith performance of its duties, is not liable for civil damages resulting from any act or omission in the performance of its duties, other than acts or omissions constituting gross negligence or willful or wanton misconduct. Any person or public agency whose assistance has been requested by an incident command agency, who has entered into a written hazardous materials assistance agreement before or at the scene of the incident pursuant to RCW 70.136.060 and 70.136.070, and who, in good faith, renders emergency care, assistance, or advice with respect to a hazardous materials incident, is not liable for civil damages resulting from any act or omission in the rendering of such care, assistance, or advice, other than acts or omissions constituting gross negligence or willful or wanton misconduct."
3. An "emergency worker" registered in any of the manners itemized in WAC Chapter 118-04, and performing emergency functions under the direction of an appropriate City agency as assigned in this plan, would qualify for indemnity protections provided for in RCW Chapter 38.52. As defined in RCW 38.52.010(4), "emergency worker means any person, including but not limited to an architect registered under chapter 18.08 RCW or a professional engineer registered under chapter 18.43 RCW, who is registered with a local emergency management organization or the department and holds an identification card issued by the local emergency management director or department for the purpose of engaging in authorized emergency management activities or is an employee of the state of Washington or any political subdivision thereof who is called upon to perform emergency management activities."
4. For volunteers, the Volunteer Protection Act of 1997 (Public Law 105-19) provides that: "No volunteer of a nonprofit organization or entity shall be liable for harm caused by an act or omission of the volunteer on behalf of the organization or the entity if – (1) the volunteer was acting within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity at the time of the act or omission; (2) if appropriate or required, the volunteer was properly licensed, certified, or authorized by the appropriate authorities for the activities or practice in the State in which harm occurred, where the activities were or practice was undertaken within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity; (3) the harm was not caused by willful or criminal misconduct, gross negligence, reckless misconduct, or a conscious, flagrant indifference to the rights or safety of the individual harmed by the volunteer; and (4) the harm was not caused by the volunteer operating a motor vehicle, vessel, aircraft, or other vehicle for which the State requires the operator or the owner of the vehicle, craft, or vessel to – (A) possess an operator's license; or (B) maintain insurance."

## Plan Organization, Content and Use

The Plan is divided into two volumes. Volume I contains the Basic Plan, which gives the Mayor's policies for emergency management across City departments and commissions and describes the City's integrated emergency management system. To make it readily available to the community at large, it is posted on the City's Public Access Network (PAN) website under URL: [www.cityofseattle.net/emergency\\_mgt/](http://www.cityofseattle.net/emergency_mgt/).

While Volume I represents a more general and broader look at how the City government and community would mitigate, prepare for, respond to, and recover from the hazards identified in the Seattle Hazard Identification and Vulnerability Analysis, Volume II contains Emergency Support Function (ESF) Annexes 1-9. Each of these annexes focuses on a functional capability of the City, and specific to type gives the operational and administrative guidance for the scope of executive management that would be required in dealing with and supporting first or second response field activities, and the subsequent demobilization and recovery. Because some information in Volume II is of a sensitive nature that could be misused by individuals to plot and commit a criminal act, and/or thwart the City's public safety mission, damage City capabilities and infrastructure, or harm the public, it will be handled under provisions allowed in RCW 42.17.310(1)(ww).

## Substantive Plan Changes

This revision of the City's Disaster Readiness and Response Plan updates the most recent changes made in the City's organization and municipal code, and completes the conversion to the ESF format used in the Federal Response Plan (FRP) and the State of Washington CEMP. It additionally includes four new Appendices to the Basic Plan.

Because Seattle's plan was developed to reflect the way the City is organized, the way it is accustomed to doing business, and to reflect its capabilities, legal responsibilities and local environment, there are some minor differences in format with the State of Washington CEMP. None of these variances are inconsistent with the CEMP. The Cross-Reference Chart on the next page shows how the components of the City's plan relate to associated components of the CEMP.

CITY PLAN	STATE CEMP	WAC 118-30-060 ANNEXES
Basic Plan	Basic Plan, Appendices 1, 3, 5 & 6	Annexes A, V & T
Tab A, Emergency Management & ICS Terms	Appendix 4	
Tab B, Disaster Recovery Plan Checklist		
Tab C, Disaster Recovery Programs		
Tab D, WMD Resources		
Tab E, Distribution		
Appendix 1, Civil Emergency Proclamations, Executive Orders & EOC Briefing Cycle	ESF-5	Annex F
Appendix 2, Military Support	ESF-20	Annex T
Appendix 3, Public Warning & Notifications	ESF-2	Annex D & G
Appendix 4, Continuity of Government & Continuity of Operations		Annex B
ESF-1, Emergency Management	ESF-5	Annexes D, F, L, V & X
ESF-2, Law Enforcement	ESF-22	Annex P
ESF-3, Public Works	ESFs-1, 3 & 12	Annexes N, R & Y
ESF-4, Fire, Rescue & EMS	ESFs-4, 9, 10 & 24	Annexes G, O, Q & S
ESF-5, Emergency Public Information	Appendix 2	Annex E
ESF-6, Human Services	ESFs-6, 11 & 25	Annexes H, J, M, U & Donated Goods
ESF-7, Logistical Services	ESFs-1, 2 & 7	Annexes C, I, L, N & W
ESF-8, Health, Medical & Mortuary	ESF-8	Annex K
ESF-9, Long-Term Recovery & Unmet Needs	ESFs 21 & 23	Annexes F, V & W

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### Applicable Federal Laws, Regulations and Executive Branch Orders

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1. Code of Federal Regulations, Title 44, Parts 205 and 205.16
2. Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act
3. Public Law 96-342, Improved Civil Defense 1980
4. Public Law 920, Federal Civil Defense Act of 1950, as amended
5. Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning and Community Right-to-Know Act (EPCRA)
6. Public Law 101-336, Americans With Disabilities Act of 1990
7. Public Law 106-390, Disaster Mitigation Act of 2000
8. 5 USC, Section 552(b)(7)(E), Freedom of Information Act Disclosure Exemption
9. 49 USC, Sections 5101-5127, Hazardous Materials Transportation Act of 1994
10. 42 USC, Sections 7401-7671q, Clean Air Act of 1970, as amended in 1977 and 1990
11. 33 USC, Section 1251 et seq., Clean Water Act of 1948, as amended in 1972, 1977 and 1987
12. 42 USC, Sections 300f-300j-26, Federal Safe Drinking Water Act of 1974, as amended in 1996
13. Public Law 104-201, Defense Against Weapons of Mass Destruction Act of 1996
14. Public Law 105-19, Volunteer Protection Act of 1997
15. Public Law 105-381, Pacific Northwest Emergency Management Arrangement
16. Presidential Decision Directive (PDD)-39, United States Policy on Counterterrorism (June 21, 1995)
17. PDD-62, Protection Against Unconventional Threats to Homeland and Americans Overseas (May 22, 1998)
18. PDD-63, Protecting America's Critical Infrastructure (May 22, 1998)

### Applicable State Laws and Regulations

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1. RCW Chapter 4.24.470, Liability of Officials and Members of Governing Body of Public Agency -- Definitions
2. RCW Chapter 10.93, The Washington Mutual Aid Peace Officers Powers Act
3. RCW Chapter 38.52, Emergency Management
4. RCW Chapter 38.54, Fire Mobilization
5. RCW Chapter 42.17, Public Disclosure
6. RCW Section 43.21G.040, Governor's Energy Emergency Powers
7. RCW Chapter 70.05.070, Local Health Officer -- Powers and Duties
8. RCW Chapter 70.102, Hazardous Substance Incidents
9. RCW Chapter 70.105, Public Health and Safety
10. RCW Chapter 70.136, Hazardous Materials Incidents
11. RCW Chapter 70.136.050, Good Samaritan Law
12. RCW Chapter 80.01, Utilities and Transportation Commission
13. RCW Chapter 80.36, Telecommunications

14. RCW Chapter 80.50, Siting Energy Facilities
15. RCW Chapter 81.77, Solid Waste Collection Companies
16. WAC Chapter 118-30, Emergency Management
17. WAC Chapter 118-04, Emergency Worker Program
18. WAC Chapter 118-40, Hazardous Chemical Emergency Response Planning and Community Right-to-Know Reporting
19. WAC Chapter 246-100, Communicable and Certain other Diseases
20. WAC Chapter 246-101, Notifiable Conditions
21. WAC Chapter 246-320, Hospital Licensing Regulations
22. WAC Chapter 480-120, Telephone Companies

#### Applicable Municipal Laws

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1. The Charter of the City of Seattle
2. SMC Chapter 10.02, Civil Emergencies
3. SMC Chapter 10.06, Emergency Control of Drainage Problems, Earth Movement, Mud Flows, Wind-storm Damage and Other Hazards
4. SMC Chapter 10.26, Quarantine Regulations
5. SMC Chapter 12A.26, Mayor's Emergency Powers
6. SMC Title 21, Utilities
7. SMC Title 22, Building and Construction Codes
8. SMC Title 23, Land Use Code
9. SMC Title 24, Zoning and Subdivisions
10. SMC Title 25, Environmental Protection and Historic Preservation

#### Related Plans

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1. Federal Response Plan
2. United States Government Interagency Domestic Terrorism Concept of Operations Plan
3. National Disaster Medical System Operations Plan, Puget Sound Area
4. Washington State Comprehensive Emergency Management Plan
5. Washington State Fire Mobilization Plan
6. Washington State Department of Transportation Disaster Plan
7. Washington State Ferries Emergency Response Plan
8. Washington State and Regional Defense Airlift (SARDA) Plan
9. Northwest Area Contingency Plan
10. South Puget Sound Regional Fire Defense Plan
11. Central Puget Sound Area Emergency Alert System, Local Area Plan
12. Regional King County Disaster Plan

13. King County Fire Resource Plan
14. King County Emergency Management Plan
15. King County Hazardous Materials Protection and Radiological Defense Resource Plan
16. Port of Seattle Earthquake Response Plan
17. Seattle Metropolitan Medical Response System Plan
18. Seattle Transportation Department Snow and Ice Response Plan
19. Department of Human Services Winter Response Plan for Homeless
20. Internal emergency preparedness plans of City departments and support organizations

### Governance

The municipality of Seattle is a “strong Mayor, strong Council” form of government, with the Mayor governing the Executive Branch and a nine-member City Council governing the Legislative Branch. A Council President presides at City Council meetings. This person is chosen by the Council membership to serve a two-year term and in the Mayor’s absence from the City, or in the event of the Mayor’s incapacitation, is authorized to act as Mayor (See Article V, Section 9 of The City Charter). On a two-year cycle, which may or may not coincide with the term of the Council President, the City Council resolves a schedule for its members, other than the Council President, to take monthly turns serving as the Council President Pro-Tem. Seniority on the Council is the traditional criterion for establishing the rotational order. The President Pro-Tem presides at Council meetings in the absence of the Council President, to include times that might require the Council President to sit as Acting Mayor. Should the Council President, while serving as Acting Mayor, have an occasion to be absent from the City or suffer an incapacitating disability, the President Pro-Tem would be next in the line of succession to be Acting Mayor.

The organizational structure of the City government is diagrammed in Figure 1. Those represented along the top row are elected officials. There are 21 department and commission heads that work directly for the Mayor.

Section 10.02.060 of the SMC assigns the responsibility for review of the City’s emergency management program on a day-to-day basis to the Disaster Management Committee (DMC). To lead the DMC, the Mayor appoints a Chairman. The Mayor also appoints the membership of the DMC. The duties of the DMC, as paraphrased from Section 10.02.060 of the SMC, are to:

1. Advise the Mayor on all matters pertaining to disaster readiness and response capabilities within the City that includes City efforts directed at mitigation, preparedness, response and recovery.
2. At least every four years review and make recommendations for the revision and/or maintenance of an up-to-date disaster response and recovery plan for the City consistent with RCW Chapter 38.52 and WAC Section 118-30-060, including:
  - a) Preparations for and the carrying out of executive emergency powers,
  - b) The delegation and sub-delegation of administrative authority by the Mayor,
  - c) The performance of emergency functions including fire fighting, police, medical and health, welfare, rescue, engineering, transportation, communications and warning services, evacuation of persons from stricken areas, plant protection, restoration of utility services, and other functions relating to civilian protection together with all activities necessary or incidental to the preparation for and carrying out of such functions,
  - d) Requirements for department operation including management succession, procedures for providing twenty-four (24) hour capability, staff and resource mobilization procedures, special disaster response procedures, plans for records protection, personnel procedures, finance plans, and training procedures for disaster response;

- e) The preparation and maintenance of Emergency Support Function disaster response and recovery plan annexes that describe how City departments will carry out emergency responsibilities.
3. Provide cooperation and coordination with the disaster response plans of other local organizations and agencies.
4. Prepare and recommend to the Mayor plans for mutual aid operations with the state and political subdivisions thereof.
5. Recommend expenditures for disaster preparations and training on a citywide basis.

By appointment of the Mayor, the Chair of the DMC is the Seattle Police Department (SPD) Emergency Preparedness Bureau Assistant Chief. The first alternate DMC Chair is the SPD Deputy Chief of Operations. Permanent members of the DMC, also by appointment of the Mayor, include the Mayor's Chief of Departmental Operations and Special Assistant for Public Safety and the primary and first and second alternate Coordinators for each of the nine Emergency Support Functions (ESFs) that are a part of the City's Emergency Operations Center (EOC). See the DMC organizational chart in Figure 2.

DMC meetings are normally held at the EOC. They are scheduled several months in advance, with the expectation for a minimum of 10 meetings annually. Any changes or cancellations of scheduled meeting times and places will be communicated to all DMC members at the earliest practical time.

At the initial meeting of the calendar year, each ESF Coordinator will submit a proposed Work Program for his/her respective ESF for the upcoming year. The ESF Work Program will specify initiatives to be undertaken by the ESF, along with milestones and timelines leading to completion. Examples of work products may include, but not be limited to: training, drills, resolution of deficiencies identified in annual City exercises or real events, plan revisions, equipment purchases, etc. Each of the proposed ESF Work Programs will be reviewed by the entire DMC. Should an initiative affect another ESF in some manner or form, the DMC Chair may ask for discussion and consensus. All those work program items that are found to be acceptable will become part of the Consolidated DMC Work Plan. By no later than the end of March, the DMC Chair will submit the Consolidated DMC Work Plan to the Mayor for consideration.

The Emergency Management Director will closely monitor the progress made by each ESF in carrying out assigned work programs. In so doing and based on direction from the DMC Chair, the Emergency Management Director will provide the DMC with periodic status reports. Since ESF initiatives approved in the Consolidated DMC Work Plan represent an implicit pledge of deliverables, each ESF Coordinator will assume direct accountability for the timely accomplishment of those assigned to his/her ESF. In this regard and at a minimum, ESF Coordinators will be expected to:

- ◆ give their ESF adequate oversight, guidance, and support;
- ◆ make every effort to meet established deadlines.

Because there can be unbudgeted costs associated in making improvements in emergency preparedness, it will be up to each department head to determine if and how improvements will be funded. Based on the discretion of the department head, this may involve the shifting of priorities and spending authority, or require an increment or Capital Improvement Project (CIP) in the department's biennium budget submission. All department heads are strongly encouraged to explore improvements that can be shared, in an effort to maximize benefits and minimize costs.

As noted under DMC responsibilities, the DMC has a duty to "recommend expenditures for disaster preparations and training" to the Mayor. In order for the DMC to comply with this obligation, it will be necessary for each department head to brief the DMC on new emergency preparedness spending requirements. To enable the DMC to do this in a manner that will be consistent with the budget process established by the Mayor and City Budget Office, department heads will ensure the DMC is given sufficient time to duly consider proposed expenditures.

The day-to-day administration of the City's emergency management program is assigned to the Emergency Management Director. This is an exempt appointment, hired under the authority of the Chief of Police. To

comply with Mayoral policy, RCW Section 38.52.070 and Section 118-30-050(7) of the WAC, the Emergency Management Director shall report to the DMC Chair and “shall be directly responsible for managing the organization, administration and operation” of the Emergency Management Section. This shall entail direction, control and supervision over assigned staff and the following programs, which comprise the cornerstones of the Emergency Management Section mission: Community Mitigation, Community Preparedness, Operations and Training, Recovery, and Emergency Management Information Technology.

The organizational chart shown in Figure 3 reflects the reporting relationships that exist in the SPD, and how in normal conditions they relate to the Mayor as the City’s ultimate authority for public safety, the Chief of Police, the SPD Deputy Chief of Operations, the SPD Emergency Preparedness Bureau Assistant Chief, and the Emergency Management Section.

Because the mission of the Emergency Management Section requires the giving of support to all departments and the coordination of a citywide emergency management system, its budget shall be segregated from other SPD funds. Accordingly, its funding shall be a combination of General Fund and joint contributions by major departments as a percentage cost allocation of individual department Revenue Funds, in addition to grants and other funds that may be acquired to enhance its mission. The Director of Emergency Management shall be responsible for developing the section’s biennium budget, along with accompanying performance measures. After concurrence by the DMC, it will be presented by the Emergency Management Director to the SPD Command Staff, a SPD managerial body made up of the Police Chief and all deputy and assistant chiefs. Once agreement is reached, it shall be submitted by the Chief of Police, through the City Budget Office, to the Mayor for consideration.

### Assignment of Responsibilities

In most instances, the responsibilities of City departments are embodied in The City Charter and the Seattle Municipal Code. Local law also largely determines departmental assignments for “lead agency”. (See Figure 26). Given these legal parameters and the tendency of people to react reflexively in the midst of a crisis situation, the City’s approach to emergency management has been to emphasize the use of familiar systems and practices. By design this plan leverages the interdisciplinary skills and collective resources that are part of normal City government services and operations, and fuses the totality of these capabilities into an integrated organization — *that serves as a common and mutually supportive backbone for any emergency response*. It also provides the City with a mechanism for accessing a more comprehensive network of external resources.

Thus, whenever an event taxes the capabilities and/or authority of departments in a manner that seriously challenges their ability to adequately cope with emergent demands and/or dangers, there is an established means to readily obtain supplemental aid and assistance. Such forms of ancillary support are initially sought from other City departments, designated support organizations, and the private sector. If unmet needs are serious enough, this may be followed by requests from the Mayor for specific forms of aid from regional providers, and as a last resort from the state and federal governments.

In order to realize the potential of local capabilities and to achieve an economy of scale in integrating and applying resources, departments and support organizations are arranged in the EOC into one or more of nine ESFs. These are: ESF-1, Emergency Management; ESF-2, Law Enforcement; ESF-3, Public Works; ESF-4, Fire, Rescue and Emergency Medical Service; ESF-5, Emergency Public Information; ESF-6, Human Services; ESF-7, Logistical Services; ESF-8, Health, Medical and Mortuary; and ESF-9, Long-term Recovery and Unmet Needs.

Under the leadership of respective Coordinators, the members of each ESF have a responsibility to jointly devise and maintain an ESF Annex. The Annex, which serves as the “*how do we make things happen*” guidance for the ESF, will describe the strategies, methods and resources that will be used to carry out all primary and support responsibilities assigned in the Basic Plan. (Refer to Tab A for more definitive explanations of the terms: Annex, Appendix and Tab). Such planning will also take into account the four phases of emergency management, which are defined in the Washington State CEMP as:

1. “Mitigation”: Actions taken to eliminate or reduce the degree of long-term risk to human life, property and

the environment from natural and technological hazards. Mitigation assumes communities are exposed to risks whether or not an emergency occurs. Mitigation measures include, but are not limited to, building codes, disaster insurance, hazard information systems, land use management, hazard analysis, land acquisition, monitoring and inspection, public education, research, relocation, risk mapping, safety codes, statutes and ordinances, tax incentives and disincentives, seismic strengthening, and stocking of emergency supplies.”

2. “Preparedness: Actions taken in advance of an emergency to develop operational capabilities and facilitate an effective response in the event an emergency occurs. Preparedness measures include, but are not limited to, continuity of government, emergency notification and alert systems, emergency communications, emergency operations centers, emergency operations plans, emergency public information materials, exercise of plans, mutual aid agreements, resource management, training response personnel, and warning systems.”
3. “Response: Actions taken immediately before, during, or directly after an emergency occurs, to save lives, minimize damage to property and the environment, and enhance the effectiveness of recovery. Response measures include, but are not limited to, emergency plan activation, emergency alert system activation, emergency instructions to the public, emergency medical assistance, staffing the emergency operations center, public official alerting, reception and care, shelter and evacuation, search and rescue, resource mobilization, and warning systems activation.”
4. “Recovery: Activity to return vital life support systems to minimum operating standards and long-term activity designed to return life to normal or improved levels, including some form of economic viability. Recovery measures include, but are not limited to, crisis counseling, damage assessment, debris clearance, decontamination, Disaster Recovery Centers, disaster insurance payments, disaster loans and grants, disaster unemployment assistance, public information, reassessment of emergency plans, reconstruction, temporary housing, and full-scale business resumption.”

Specific responsibilities for each City department, as well as those that have been agreed to by supporting organizations, are listed under the section headed Organizational Responsibilities.



Figure 1. City of Seattle Organizational Chart

POLICIES

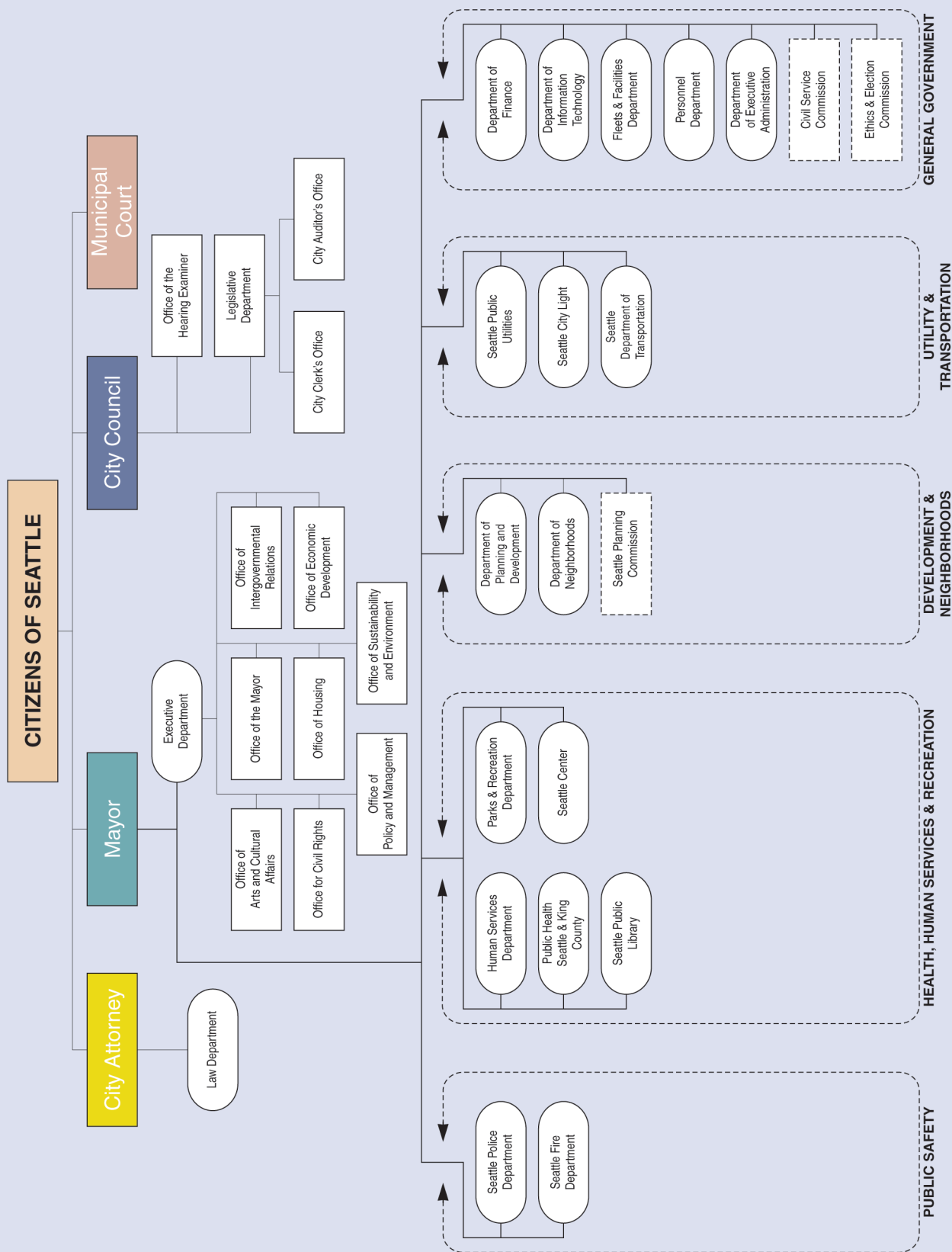


Figure 2. Disaster Management Committee Organization

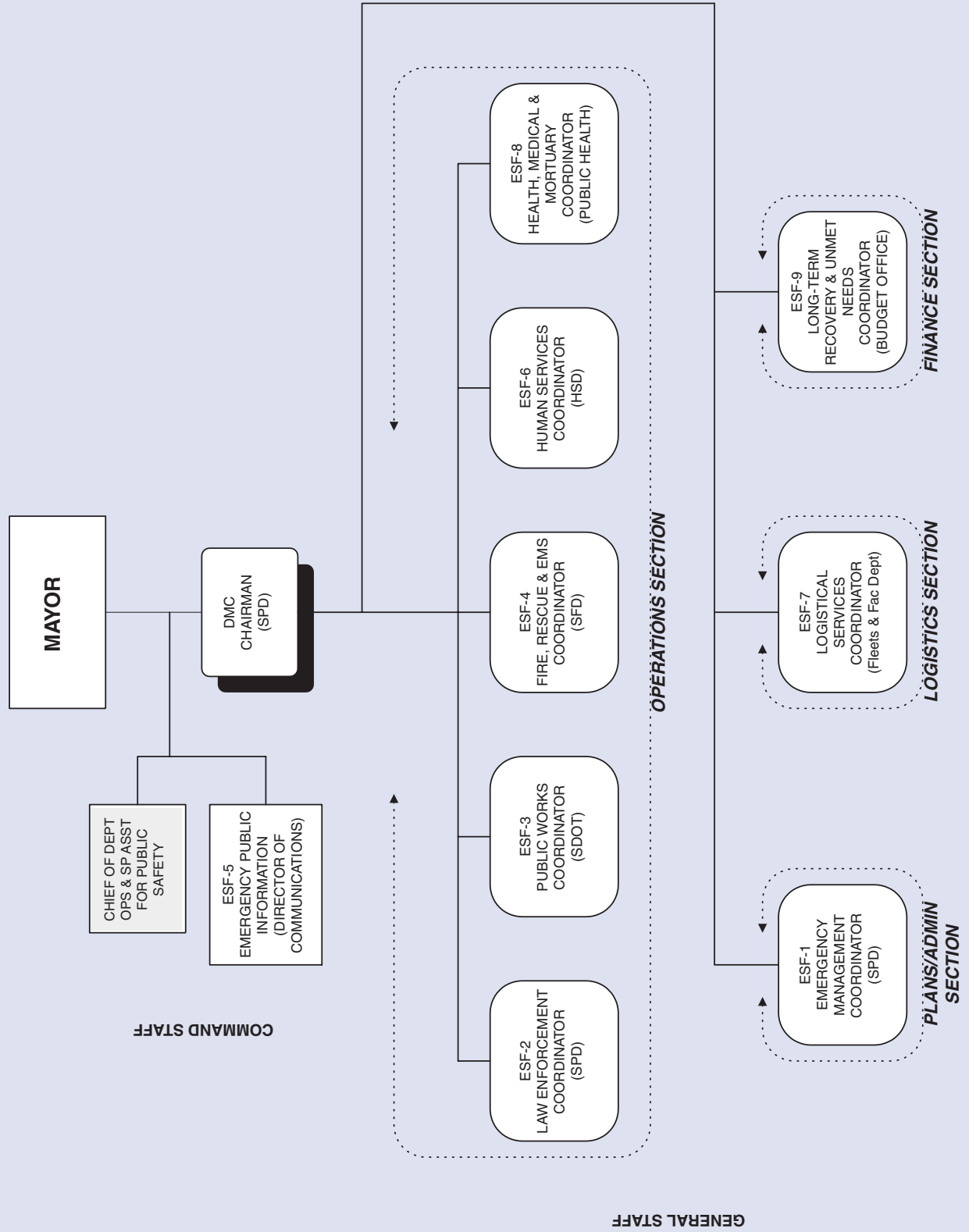
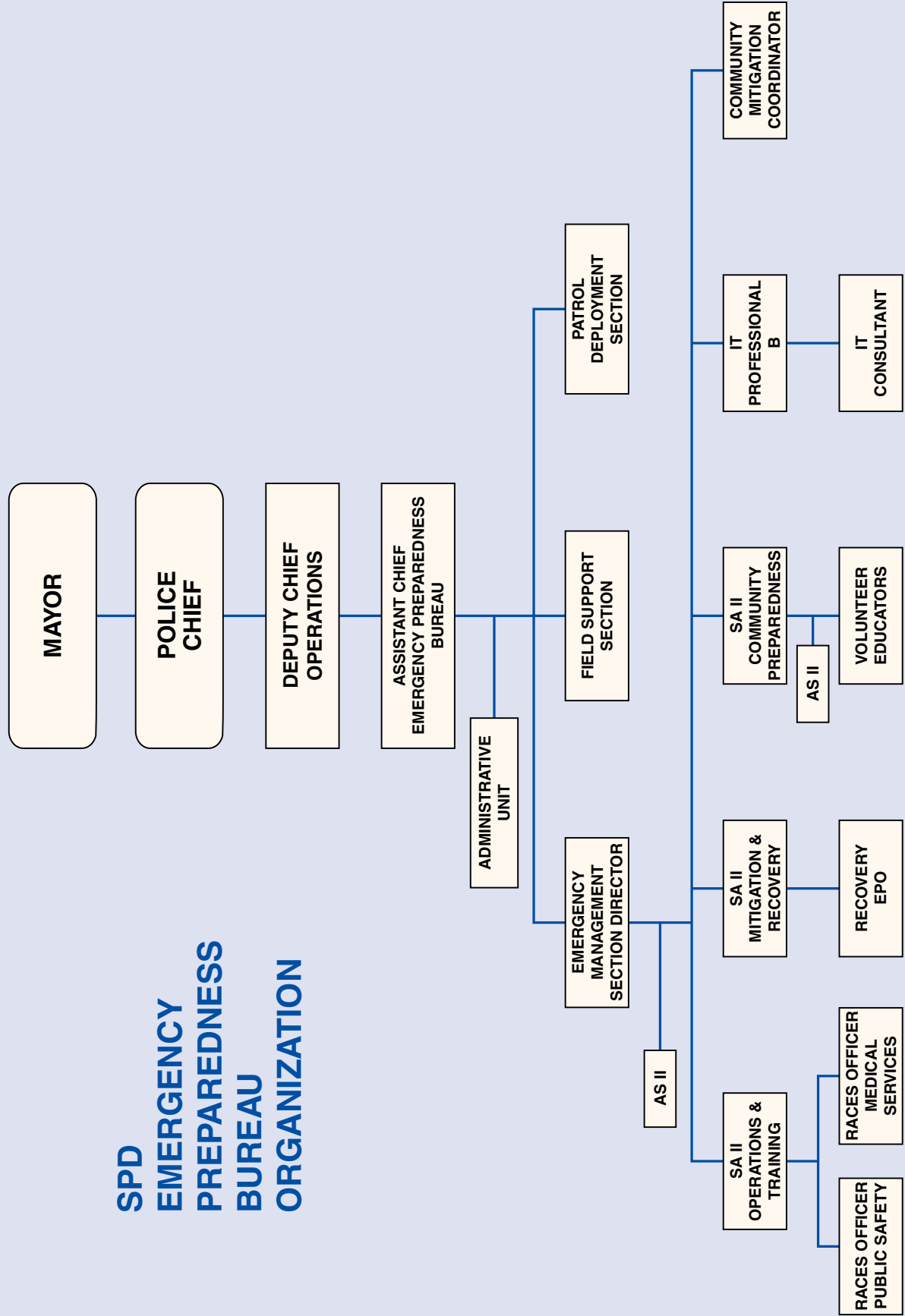




Figure 3. SPD Command & Emergency Preparedness Bureau Organization

# SPD EMERGENCY PREPAREDNESS BUREAU ORGANIZATION



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## Local Environment

Seattle is the largest urban center and marine port in the Puget Sound Region, with an official population of 563,374 in 2000 (Source: US Census Bureau). Certain areas of the City, such as Capitol Hill, are among the most densely populated in the country. During workdays the influx of commuters causes the population to grow to over 723,000. These totals swell even higher when the approximately seven million tourists that visit Seattle/King County every year are added. The maps in Figures 4 & 5 are useful in showing where people in the City are concentrated, and how the land they occupy is zoned for use. Both of these factors are crucial to the emergency preparedness planning process, because the tragic consequences of major emergencies and disasters are most damaging and disruptive to people. Citizens and public officials alike should always be mindful, that any such event can threaten lives, homes, livelihoods, and even the very goods and services that make normal existence possible.

Ethnicity of the local population is another key demographic factor, as emergencies create special communication needs in communities where fluency in English varies and where foreign customs are practiced. Such cultural divergencies can cause a combination of hesitancy and confusion in reacting to a danger and in clearly understanding what safety precautions to take and when and how to take them. To mitigate this risk, particularly the serious affect it can have on immigrant populations (see settlement map in Figure 6) requires the spread of community preparedness. An effort of this sort, which is centered on the Seattle Disaster Aid and Response Team (SDART) and "Project Impact" programs, is a long-term work in progress that aims to bring all of the City's diverse constituencies into the fold.

While it has long been known that education is the most effective way to widely reduce public exposure to all hazards, existing community preparedness formats and materials need refinement to expand their versatility and appeal. This, however, is not something that can be done without a major investment. Consider, for example, the heterogeneous attributes that personify Seattle's multinational neighborhoods. If a list were compiled, native customs and over 100 different foreign languages would be at the top. Both contain underlying sensitivities and nuances, which would have to be carefully factored into the design and delivery of preparedness messages. Despite the considerable work that remains, there are compelling reasons to press ahead — *not the least of which are Seattle's growth and rising prominence as a Pacific Rim crossroads*. The chart in Figure 6, which was assembled by the Office of Intergovernmental Relations from 2000 census data, quantifies the City's diversity by race and ethnic identification.

Other special needs likely to arise are provisions for warning, evacuating, and providing temporary refuge and professional care for persons who have physical and mental disabilities, or who are too young or too old to care for themselves. Citywide (see map in Figure 7), the scope of this undertaking is reflected by the following numbers: Ninety-five public schools, 69 private schools, 791 licensed day care facilities, 11 hospitals, 14 rehabilitation centers, 42 nursing homes, 5 hospice centers, and nearly 42,000 persons living alone who are homebound, or who have limited mobility or require life support systems.

Local mass media that have the capacity to function as potential outlets of Emergency Public Information (EPI) include: Seven TV stations; two cable companies; 23 radio stations; and 38 daily, weekly, and monthly newspapers. KIRO Radio, 710 AM, is the Local Primary (LP-1) Entry Point broadcast station for the Central Puget Sound Emergency Alert System (EAS). Should KIRO experience some kind of service interruption, KPLU Radio, 88.5 FM, in Tacoma, WA, would serve as the Local Primary (LP-2) Entry Point backup station. The City's Government Access TV station (Seattle Channel), which is operated by the Department of Information Technology, is carried over Comcast (on their Channel 21) and by Millennium Digital Media (on their Channel 28).

Building stock and lifeline systems, in general, range in age from roughly 1889 to the present. Unreinforced masonry buildings (pre-1950), such as those in Pioneer Square, and non-ductile concrete construction (pre-1970) commonly exist. There are numerous high rise office and apartment buildings, especially in the downtown core and Denny Regrade District. Building codes, which were last revised in July 1998 to match the 1997 Uniform Building Code (UBC) for Seismic Zone 3, require "newly constructed buildings" to withstand a lateral acceleration force equal to .3g (30% of the force of gravity) and "substantially rehabilitated buildings" to mitigate structural deficiencies identified by licensed engineers.

Topography in Seattle, as reflected in the map in Figure 8, ranges in elevation from sea level to approximately 530 feet above. Terrain varies sharply throughout the city, and features mostly hills that descend toward the major water bodies. The resulting effect is that many roadways, especially in the downtown, Capitol Hill, Beacon Hill, Queen Anne, West Seattle, and Magnolia neighborhoods have steep inclines that can become hazardous and/or impassable in slippery driving conditions. This is exactly what happened over the nighttime hours of December 28<sup>th</sup> and 29<sup>th</sup>, 1996, when a heavy fall of 11 inches of snow brought emergency vehicle traffic in many parts of the City to a standstill. The inability of medic units to negotiate First Hill exemplified the severity of the problem, which was resolved by the Seattle EOC obtaining all-wheel drive “Humvee” ambulances and crews from the US Army Reserve at Ft. Lawton to help Medic One resume transport of patients to hospitals.

Geology is another important element that can complicate emergency planning as many scattered parts of the City, particularly along shorelines, have soil compositions that are susceptible to liquefaction and slides. Similarly, much of the Duwamish and Georgetown industrial areas are subject to liquefaction. The stormy winter of 1996-97 precipitated the most recent example of how pervasive and costly ground failures can be, when over 100 landslides in various parts of the City caused approximately \$110,000,000.00 in damage to public and private property. The map in Figure 9 shows the expanse of known geologic vulnerability zones throughout the City.

Incorporated Seattle includes 91.57 square miles that are bounded by Puget Sound on the West and Lake Washington on the East. A ship canal, connecting these major bodies of water, divides North Seattle from its center. As a gateway to the Sound, the canal uses the Hiram M. Chittenden Locks in Ballard to enable the passage of all maritime vessels and to regulate water levels in Lakes Union and Washington. In addition, the Duwamish Waterway separates West Seattle from South Seattle. In all there are 193 miles of waterfront, 53 of which are tidal.

There are 118 Seattle Department of Transportation (SDOT) maintained bridges spanning either natural or artificial barriers, 58 of which are designated vital lifeline structures. Two others, the Evergreen Point or Albert D. Rosselini (SR-520) and Lacey V. Murrow (I-90) floating bridges, are the most direct vehicular corridors linking Seattle to the neighboring eastside cities of Bellevue, Kirkland and Mercer Island. The latter structures, as well as the I-5 Lake Washington Ship Canal Bridge, are maintained by the Washington State Department of Transportation (WSDOT). By agreement, SDOT maintains the SR-99 Alaskan Way Viaduct, the SR-99 Aurora Bridge, and the West Seattle Bridge for WSDOT.

As the largest city in the region, Seattle has an elaborate intermodal transportation network that includes: two interstate highways (I-5 and I-90), 450 miles of major arterials, 8 miles of vehicle and bus tunnels, a mile long railroad tunnel, two main Burlington Northern Santa Fe tracks that are shared with three other major railway carriers, two major inland waterways, and extensive port facilities along the Elliott Bay, Ship Canal and Lake Union waterfronts. All of these transportation links are displayed on a map in Figure 10.

Two major airports, Seattle-Tacoma (Sea-Tac) and King County International Airports, also serve the City. However, with the exception of the northern end of the King County Airport, they are situated beyond City limits. Sea-Tac, which is the major commercial and cargo facility, is operated by the Port of Seattle while King County International shares the Boeing airfield and is operated by the King County Department of Construction and Facility Management. Sea-Tac in 2001 was the 21st busiest air carrier airport and 20th busiest air cargo airport in the US, handling a total of 27,036,074 passengers and 400,499 metric tons of cargo. On average, a total of 1,000+ takeoffs and landings a day overfly airspace above various parts of the City.

The Washington State Ferries, with its 29 boat fleet, is the largest ferry system in the United States. Every day the ferry system makes over 586 departures, carrying commuters and vacationers to islands and peninsulas throughout Puget Sound. From its busiest facility, the Colman Dock at Piers 50-52 on Elliott Bay, the ferry system transports a daily average of 25,753 passengers on two passenger-only and two auto-passenger routes. (See route map in Figure 11). By far, the highest volume route is the Seattle/Bainbridge Island run, which carried 7.26 million riders in 1999. (See the Washington State Ferries Web Site at [www.wsdot.wa.gov/ferries](http://www.wsdot.wa.gov/ferries)).

A study conducted by Texas A&M University (<http://mobility.tamu.edu/>), and reported in the Seattle Times on November 14<sup>th</sup>, 1998, ranked Seattle in a statistical tie with California’s two largest cities, Los Angeles and San

Francisco, for having the most congested rush hour traffic in the country. A more current but related article by KOMO Staff and News Services on April 3, 2001 reported the results of a study conducted under the Road Trip Information Program ([www.tripnet.org](http://www.tripnet.org)), which found that between 1990 and 1998 urban travel times in Seattle, Tacoma and Spokane increased from 44.7 billion passenger miles of travel (PMT) to 56.9 billion PMT, a 27% hike. Not surprisingly, the study also found that 98.4% of all urban travel in 1998 in the state was by private vehicle. Little perceptible change was noted on May 8, 2001 when the Texas Transportation Institute announced its findings for 1999, which ranked Seattle second in the country for rush hour gridlock. Most recently the Puget Sound Regional Council reported the results of a survey taken in the Spring of 2002, which noted some relief on the order of a 1.7-2.7% decline in volumes across Lake Washington, across the north city limits, and between downtown and the south end. This, however, is generally thought to be a byproduct of the worst economic downturn in two decades, and a short-term anomaly.

Looking to the near future, the Regional Transit Authority (RTA) plans a ten year expansion that will introduce electric light rail and commuter trains and increase the number of regional express buses and routes. In addition, the Seattle Popular Monorail Authority will build a 14 mile Green Line from Ballard to West Seattle, and the Port of Seattle will add a third runway at Sea-Tac. The cumulative result will be a substantial increase in air and ground transport capacity, with more people traveling in more mass transit conveyances.

The importance of all of these marine, rail, air and road transportation systems is not only vital in moving emergency assets, but is also vital to the region's economic strength. To illustrate, the Seattle Customs District (SCD) valued imports and exports transiting all seaports in Puget Sound in 1997 at nearly 100 billion dollars, which represented 6-7½% of all US trade. For this same year the SCD derived calculations to show that export and import activities tied to the "Fast Corridor" Pacific Ocean trade route were directly responsible for the creation of 312,000 jobs nationwide and 9.2 billion dollars in wages and earnings. Much of this traffic was moved by containerized shipments, which equaled that carried on all North Atlantic routes between the US and Europe.

With the fifth largest container port in the United States and 25<sup>th</sup> in the world, the Port of Seattle handles products worth 37 billion dollars every year. All told, there are more than 450 acres of harbor facilities under the jurisdiction of the Port, which includes Foreign-Trade Zone #5 at Terminal 104, 20 loading docks, and 25 container cranes that off and on load virtually any type of ocean-going freight.

According to the Office of Intergovernmental Relations, there are 27 regularly scheduled container steamship lines, two ocean-going cruise ship lines, two transcontinental railroads, and more than 100 trucking companies that use the Port. In general, services range from: berthing at Seattle as a port-of-call (there were 1,054 calls in 1998), transshipping finished and unfinished goods to market hubs throughout North America, and consigning American cargoes destined for customers the world over. Every year more than 1.5 million TEUs (20-foot equivalent units) move through the Port.

In addition, the Fisherman's Terminal along the Salmon Bay Waterway (in Interbay just West of the Ballard Bridge) serves as the homeport for the US North Pacific fishing fleet and as a growing center for other commercial workboats as well. The facility provides moorage for 700 vessels, along with the most comprehensive support services available on the West Coast. In 1998, the Port of Seattle boosted capacity even further by completing more than 4 million dollars in facility upgrades at its nearby Maritime Industrial Center. (See the Port of Seattle Web Site at [www.portseattle.org](http://www.portseattle.org)).

A study by Seattle economist Dick Conway in 1997 on the effect of imports on Washington's economy reported that one quarter of all jobs in the state was linked to international trade. That same study also found that per capita, Washington was the most trade-dependent state in the nation. A year later, the Massachusetts Institute for Social and Economic Research ranked Washington third among all 52 states for exports, when it set an annual record of \$41.7 billion in sales — *in spite of the economic downturn that was taking place in Asian markets*.

Certain sections of the City, particularly in the Duwamish and Georgetown vicinities, are highly industrialized. Many of these manufacturing, processing, and warehousing enterprises use and/or store chemical commodities that would be toxic if released. Records maintained by the Seattle Fire Department indicate that there are approximately 3,600 fixed facilities citywide with permits to store substantial quantities of hazardous materials.

Every day in Seattle there are literally thousands of different types of chemicals in all classes present, with petroleum derivatives being the most common. Gasoline, the most prevalent of these products, is historically involved in most mishaps. Besides its routine transport by road and rail, it, alternately with diesel oil, is regularly pumped under the City through a 12-inch pipeline spur that is connected to the Olympic Pipe Line Company's mainline pumping station in Renton, WA. The spur, which is controlled from the company's business facility in Renton, uses a public utilities right-of-way to travel through the Rainier Valley and Beacon Hill to the I-5/Spo-kane St interchange, where it turns due west parallel to the West Seattle Freeway. From there it makes its way to its destination, the BP Pipelines (North America) Harbor Island Station. (See map in Figure 12). Deliveries can also be made by barge from the Ferndale Oil Refinery, north of Bellingham, WA. Since the opening of the pipeline in 1966, the Washington State Department of Ecology (DOE) has had at least 43 spill reports — *totaling 821,000 gallons*. Four of those spills, amounting to releases of 152,140 gallons, occurred in Seattle and the greater metropolitan area.

Additionally, the Seattle Public Utilities operate 15 water treatment facilities, 10 of which are located inside the city limits. At these sites, tanks containing anywhere from 24 tons to 150 pounds of chlorine or sodium hypochlorite are used to maintain regulated levels of water purity. A final product worthy of mention, especially in light of the complicating risk of responding to the confined space hazard of a ship fire, is ammonia. The latter is frequently found in refrigeration units aboard fish processing factory trawlers.

Hazardous material (HAZMAT) response in the City is managed by the Seattle Fire Department (SFD). In addition to its traditional fire suppression capabilities, which are strategically pre-positioned at 33 stations throughout the City, SFD also operates the City's Medic One System and special technical teams for fighting marine fires and making high angle, confined space and heavy rescues. Further, the department can field a Metropolitan Medical Strike Team (MMST) to augment its HAZMAT Team, either for an accidental release or the chief role it was created for, a terrorist attack with a chemical, biological or radiological dispersal device. Lastly, the SFD provides a deployable cadre of certified responders for the Puget Sound Urban Search and Rescue (US&R) Task Force. The map in Figure 13 shows SFD facilities and Battalion Districts.

One of the City government's two major utilities, Seattle City Light (SCL) owns and operates seven dams and hydroelectric generating plants in Washington State. To give some insight into the independence of SCL's total system capabilities, it owns or contracts for approximately 80% of its hydroelectric generating needs and obtains the remainder primarily through the Bonneville Power Administration (BPA). SCL is further able to exchange power with other electric purveyors on the West Coast over the regional power grid, which gives it flexibility in bypassing transmission interruptions, selling surpluses during low demand periods, and buying supplemental power to satisfy peak load cycles that can occur in winter.

Electricity from SCL's hydro plants and the regional network of 230 and 115 kV transmission lines that are owned and operated by SCL, BPA, and Puget Sound Energy is received by 14 major substations. At these substations voltage is "stepped-down" so it can be routed into a feeder backbone that services 131.31 square miles, the boundaries of which encompass a corridor between: Puget Sound on the west and Lake Washington to the east; the City of Shoreline to the north and the Cities of Renton and Burien to the south. Altogether, SCL provides electric service to 355,706 residential, commercial, industrial and government customers in Seattle proper and suburban King County.

The other major power utilities, Puget Sound Energy (PSE) and the Seattle Steam Company (SSC), own and operate extensive underground distribution systems. Four major 30 to 10½ inch pipelines supply natural gas for the entire city. They are operated by the Northwest Pipeline Company and are received at PSE's Northtown and Southtown Border Stations, where they enter the distribution feeders that supply the City's network of customer service lines. SSC, on the other hand, has a more limited system, which is confined to the downtown center. Despite its smaller service area, SSC from its Western Avenue Steam Plant supplies some of the City's most critical facilities, including: six major medical facilities (mostly in the First Hill District), major hotels, the King County Courthouse and Jail, the Jackson Federal Building, Seattle University and Seattle Central Community College, and the Union Bank of California Building as examples.

The second major City government utility, Seattle Public Utilities (SPU) maintains watersheds along the South Fork Tolt and Cedar Rivers (See map in Figure 14). Approximately 70% of Seattle's water comes from the



Cedar and nearly all of Seattle's water comes from these two sources, which can be further supplemented in summer by the Highline Wellfield near Sea-Tac Airport. As a regional water purveyor SPU delivers more than 160 million gallons of water a day to more than 1.3 million customers, over half of whom live in Bellevue and 27 suburban cities and water districts. SPU's water infrastructure includes: 159 miles of transmission pipes; 90 miles of roads, bridges, fences and grounds; 16 reservoirs with 489 million gallon capacity; 29 supply and distribution pumping stations; 16 elevated pipes and standpipes; 1,675 miles of distribution water mains; 1,800 fire hydrants; 2,500 fire protection service lines; 4 dams and two headworks facilities.

Two Divisions in the SPU Field Operations Branch manage the City's wastewater and waste utilities. The Drainage and Wastewater Operations Division maintains the City's 1,491 miles of sanitary and combined sewer lines (74% are 8 inch pipe; the largest is 210 inches), 38 combined sewer overflow (CSO) storage systems, 450 miles of storm sewer lines (71% are between 12 and 24 inch pipe, with the largest being 180 inches), 150 miles of ditches and culverts, 45,396 catchbasins and 90,000 inlets, 72 pump stations, and 51,000 maintenance holes. The Solid Waste Operations Division operates the North Recycling and Disposal Station (R&DS) at 1350 N 34<sup>th</sup> St and the South R&DS at 8100 2<sup>nd</sup> Ave. In 2000, the most recent year cited by SPU on its City Inweb site, the two Recycling and Disposal Stations handled over 256,000 tons of garbage, 57,000 tons of yard waste, 3,300 tons of wood waste, and 24,900 tons of reclaimed recyclables. Both stations serve Seattle residents, small businesses and private companies that collect garbage and yard waste from Seattle homes and apartments. Once loads are emptied (in 2000 there were over 350,000 visits), recyclables are separated for bulk resale and non-salvageable waste materials are compacted and transferred by truck to the Union Pacific's Intermodal Facility at 402 S Dawson for shipment to landfills in Oregon. The Solid Waste Operations Division also operates two household hazardous waste facilities, the Aurora Hazardous Waste Facility at 12600 Stone Ave N and the South Household Hazardous Waste Facility at the South R&DS. A total of 55.62 tons of household hazardous waste material was diverted for reuse in 2000. Disposal of commercial and industrial waste (e.g., asbestos, medical wastes, explosives and commercial wastes) is the responsibility of the generator. Under state law (RCW 81.77), such facilities are required to contract with a Washington Utilities and Transportation Commission (UTC) franchised hauler. Responsibility is then passed along to the hauler, who, depending on the firm's dumping arrangements, takes the collected waste streams to various landfills and hazardous waste sites, in and out of the region.

The City's sanitary and combined sewer lines feed into gravity interceptors that are operated by the King County Department of Natural Resources Wastewater Treatment Division. The King County system includes East and West networks of major laterals and pumping and regulator stations. The East network, which serves the region east of Lake Washington and the Kent Valley, flows into the Renton Treatment Plant. The West network, which serves the area west of Lake Washington, flows into the West Point Treatment Plant near Discovery Park. (The interface of SPU and King County systems is depicted in the maps in Figures 15-17).

Qwest is the major commercial land line phone service carrier in Seattle and also provides Enhanced 911 (E911) service by contract. The backbone for the Qwest Public Switched Telephone Network (PSTN) is a series of 10 Central Offices. These offices, which serve as trunk line junctions for their exchange area (a radius of about two miles — see diagram in Figure 18), house computers (also known as switches) that route telephone calls. Each Central Office computer has a finite number of calls it can process at one time. Once overload is reached, either within or between switches, a caller gets a fast busy signal. Despite the use of airwave spectrums, the various cellphone service provider cell site networks that function as relays are similarly vulnerable to overload. Moreover, cellular technology is not yet capable of using E911. For the time being it must rely on older generation 911 technology, which means that the console display screens used by the Public Safety Answering Point (PSAP) operators will only give the caller's cell phone number, not the residential telephone number and "geo-file" address that would be available in current land line E911 service.

To illustrate the practical applications of both 911 phone systems, the following examples are given: If a hard wire phone is used anywhere in the City, it is routed through the Qwest PSTN to the Seattle Police Department (SPD) Communications Division, which is the City's primary PSAP. When the operator answers, the first question will always be — *"What's the nature of the emergency?"* For reports that are law enforcement related, the SPD operator obtains available details. If, as was the case for 7-8% of the 848,737 incoming calls received in 2001, the report is for a fire, hazardous materials or emergency medical response, the caller is transferred to

an operator at the Seattle Fire Department (SFD) Fire Alarm Center (FAC), the City's secondary PSAP. In some of these instances that require a joint SPD/SFD response, such as the Aurora Bridge mass casualty Metro bus incident on November 27, 1998, both PSAP operators may share the line. By contrast, cellular phones send their wireless (analog or digital) signals to the nearest service provider cell site, which is programmed to route a 911 call to the closest of five major PSAPs in the greater King County metropolitan area.

According to meteorological records kept by the National Weather Service Western Region Climate Center at Sea-Tac, Seattle has an annual temperature variation that ranges from an average high of 59.3° to an average low of 44.1°. Average annual precipitation amounts to 38.09 inches, with the heaviest accumulations normally falling during the months of November through February. Snow, ice and hail have an average frequency of 3.9 days during the year, and are most likely to be the severest during the months of December, January and February. High winds are another phenomenon commonly experienced. These episodes usually occur during the winter months and are oftentimes associated with a major storm system. The chart in Figure 20, which replicates data produced by the Western Regional Climate Center, gives a monthly climate summary for Sea-Tac from 1931 and 1998.

### Emergency/Disaster Conditions and Hazards

Given Seattle's environment, development and geographical location it is vulnerable to numerous hazards, any one of which has the potential to disrupt the City, cause damage, and create casualties. While it is not possible to predict the next occurrence of any of these hazards, their probability to some extent can be postulated by researching and analyzing historical records. The table in Figure 21, which is taken from the 2001 Seattle Hazard Identification and Vulnerability Analysis (SHIVA), gives a risk score for each historical hazard — *with earthquakes ranking the highest and tornadoes lowest*. A second table from the SHIVA (see Figure 22) projects the expected and potential impacts that might occur from each of these hazards. For those that want to read the complete SHIVA document, it is available at [www.seattle.gov/emergency\\_mgt/](http://www.seattle.gov/emergency_mgt/).

Treated in more subjective terms in the SHIVA, terrorism is an old and global threat that has resurfaced in the past several years as a grave concern for communities throughout the United States. However, aside from a suspected white supremacist bombing of a Capitol Hill gay bar in 1993 and two suspected Earth Liberation Front (ELF) attacks at the University of Washington's Center for Urban Horticulture during the November 1999 World Trade Organization (WTO) Meeting involving vandalism and again on June 1, 2001 involving arson, Seattle hasn't had to deal with the worst effects of a terrorist act — *thus far*.

Even so, this might have dramatically changed if US Customs inspectors at Port Angeles, WA had not searched an erratic behaving Ahmed Ressam as he tried to enter the US on December 14, 1999 in a rental car with 112 pounds of bomb fuel, three types of volatile chemical explosives, and four timing devices hidden in the wheel well. Investigation by the Federal Bureau of Investigations (FBI) and the Royal Canadian Mounted Police (RCMP) uncovered evidence to support the belief that he and an accomplice, Abdelmajid Dahoumane, were part of a larger group of Algerian nationals, who were conspiring to bomb West Coast landmarks during millennial celebrations. At the time of Ressam's arrest, it was discovered that he planned to stay overnight at a motel a few blocks from the Seattle Center and depart Sea-Tac Airport the next day enroute to London, which gave rise to early speculation that he was acting as a courier. And, that the rest of the plot called for others to retrieve the material and build the bombs, with possible local targets being the Space Needle and/or the crowds of 100,000+ people expected to attend a gala millennium celebration at the Seattle Center. After four weeks of trial that concluded on April 6, 2001, the jury in US District Court in Los Angeles, CA found Ressam guilty of all 9 counts charged, including the most serious -- conspiracy to commit international terrorism. Subsequently, in an effort to seek a recommendation of leniency to reduce a maximum 140 year sentence, Ressam cooperated with Justice Department prosecutors by offering testimony against a co-conspirator tried in New York City, and by confessing that his New Year's target of choice was a terminal at Los Angeles International Airport. Most recently, on March 29, 2002, his sentencing was postponed for a year to allow him to testify against 3 alleged al-Qaida operatives, 2 of whom are in US custody. The third is awaiting extradition from Great Britain.

Seattle's run of good fortune has not been shared with other localities. One only has to recall the disturbing TV images of the horrifying death and destruction caused by three hijacked airliners crashing into the twin 110 story



World Trade Center (WTC) towers and the Pentagon on September 11, 2001. While this most recent tragedy was undoubtedly the most lethal on record, it has been preceded by an increasingly brazen list of dastardly acts such as the Pan Am Flight 103, 1993 WTC and Murrah Federal Building bombings and the wanton shooting of young children at the North Valley Jewish Community Center in Granada Hills, CA. All stand out as poignant examples of a rising extremism among some fanatical and radical groups, or on occasion embittered or disturbed “lone offenders”. Such menacing crimes that have resulted in mass murders are most often characterized by sinister headline grabbing strikes on symbolic targets; painted against a backdrop of twisted political or social agendas.

The majority of these crimes are evoked by intense feelings of anger and hatred that are actively espoused and fanned by a wide array of organizations that have come to the attention of the US Department of State and the FBI. For more specific information refer to:

1. The Terrorism Research Center Web site at [www.terrorism.com](http://www.terrorism.com)
2. The Southern Poverty Law Center Web site at [www.splcenter.org](http://www.splcenter.org)
3. The ERRI Counter-Terrorism Archive Web site at [www.emergency.com/cntrterr.htm](http://www.emergency.com/cntrterr.htm)

Behind the scenes there are rogue states and shadowy sponsors and sympathizers that offer aid and comfort to both domestic and transnational terrorists. Others that are left to their own devices resort to bank robberies, theft and fraud to support their activities. Affiliations and modus operandi aside, overall goals are much the same — *to punish, coerce and embarrass government and institutions and to shock and demoralize the public.*

In recognition of the seriousness of this threat and the possible use of Weapons of Mass Destruction (WMD), as evidenced in the March 1995 sarin (nerve agent) attack on the Tokyo subway system by the Aum Shinrikyo cult, Congress passed the Defense Against WMD Act of 1996. (Sometimes referred to as Nunn-Lugar-Domenici II, the surnames of its three sponsors in the US Senate). Under this legislation Seattle was one of the first 27 major cities in the United States to be given federal assistance to begin development of an appropriate first-response capability. See Tab A for the officially recognized definitions for a “terrorist incident” and “weapon of mass destruction”.

### Planning Assumptions

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1. A major emergency or disaster could happen at any time.
2. The time of year, day of the week, time of day, and weather conditions are key variables that can have an impact on the seriousness of an incident and on the City’s ability to respond.
3. The City’s operational departments are prepared and have ample resources, or immediate access to ample resources, to adequately handle a major emergency (See Tab A).
4. A disaster (See Tab A) would severely stress normal municipal systems, and would likely require outside assistance from the state and federal governments.
5. In a disaster it is likely that local government response may be delayed, and that the general public should be prepared to take care of their own basic survival needs for at least the first 72 hours after an event.

Figure 4. Population Density

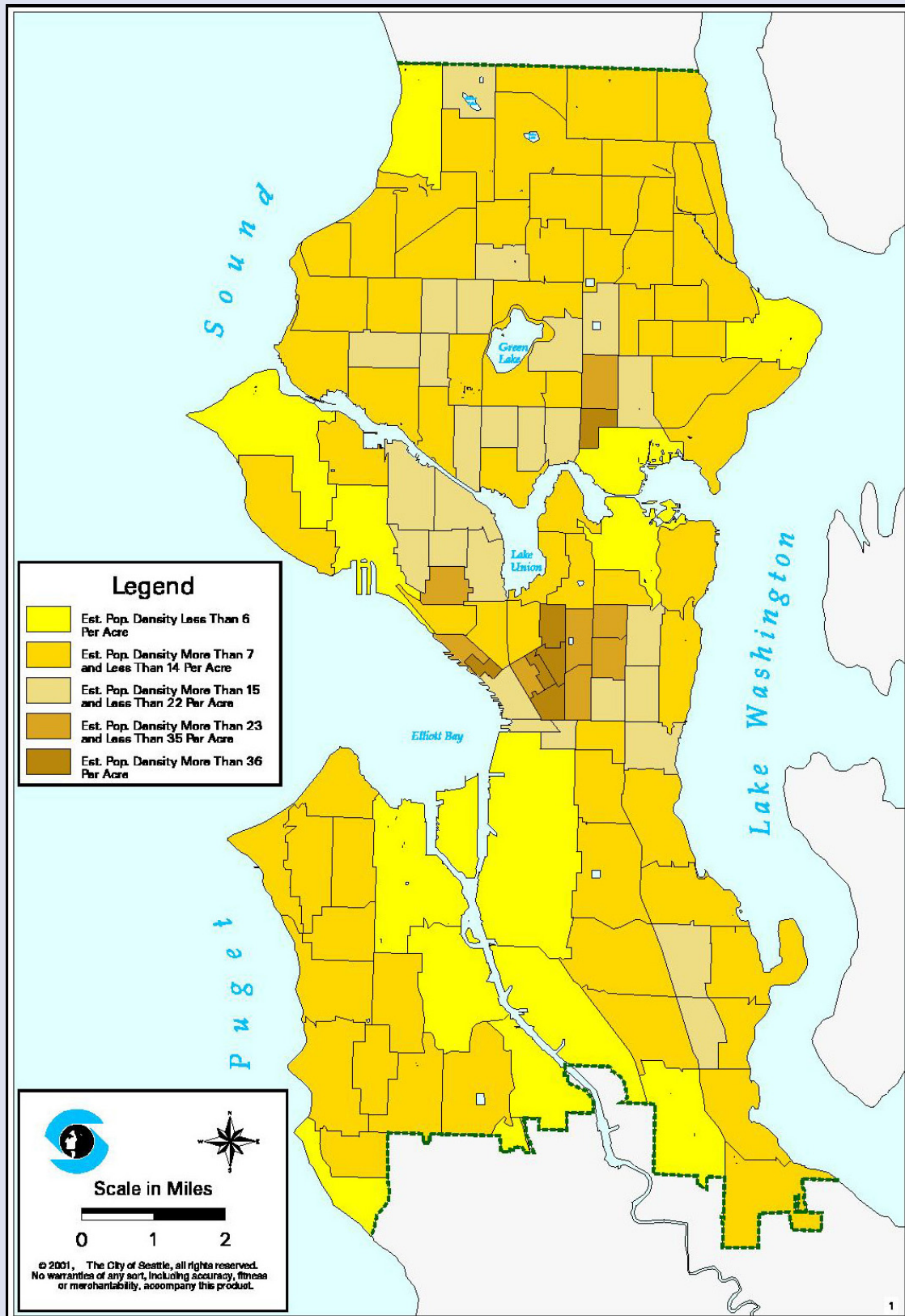


Figure 5. Generalized Land Use



**Figure 6. Recent Immigrant Settlement Patterns**

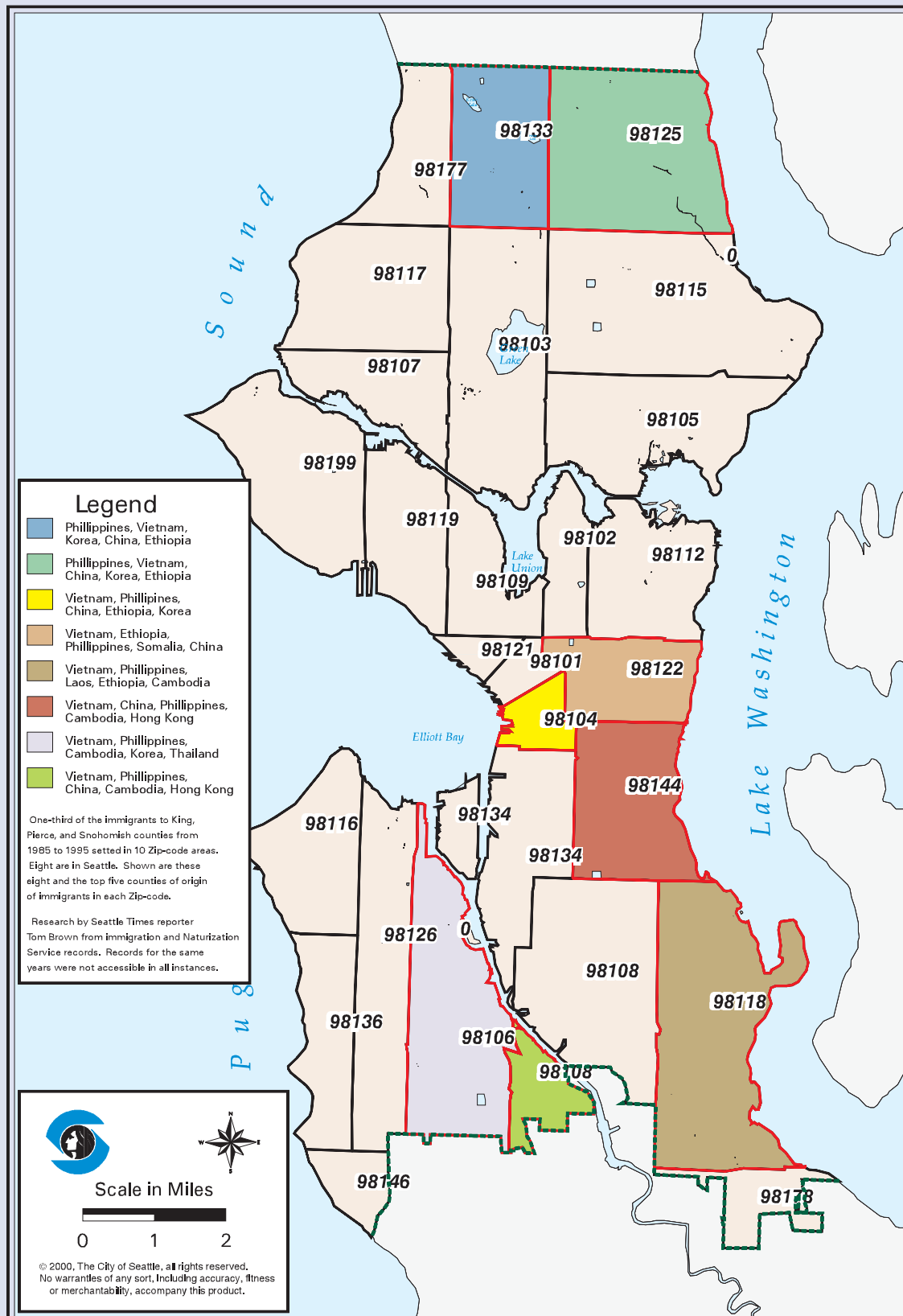




Figure 7. Special Needs Population

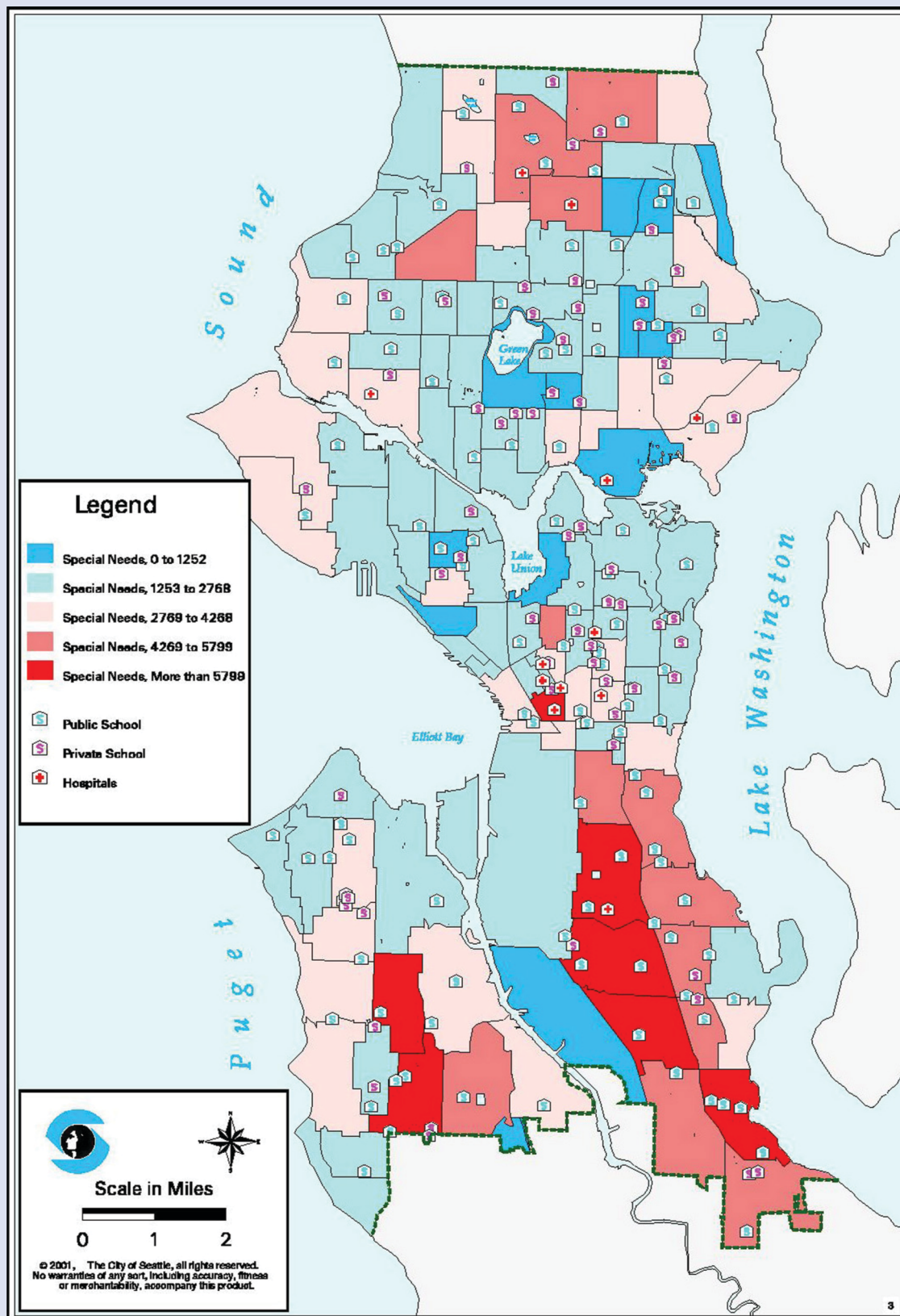


Figure 8. Topography

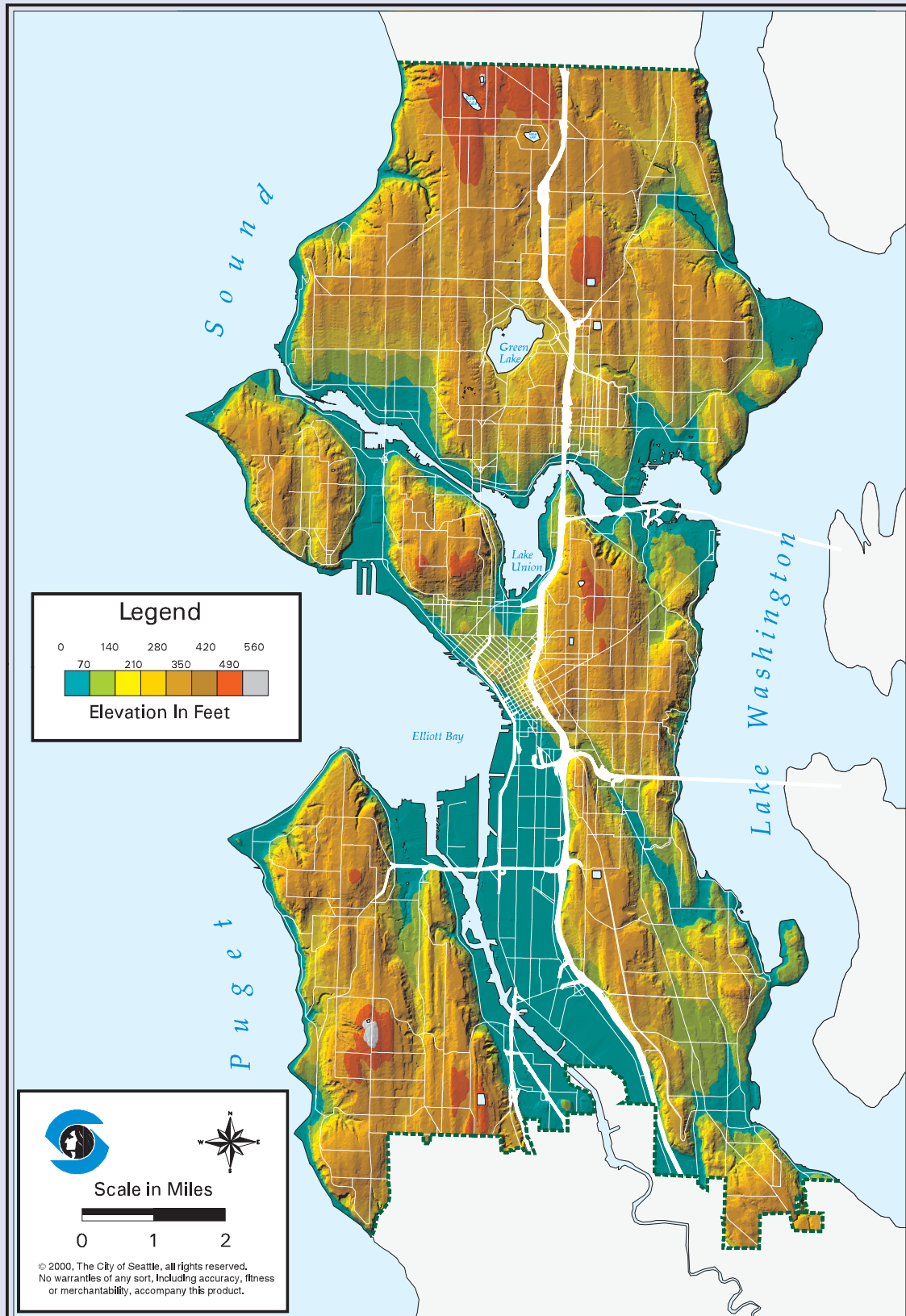




Figure 9. Liquefaction and Landslide Prone Areas

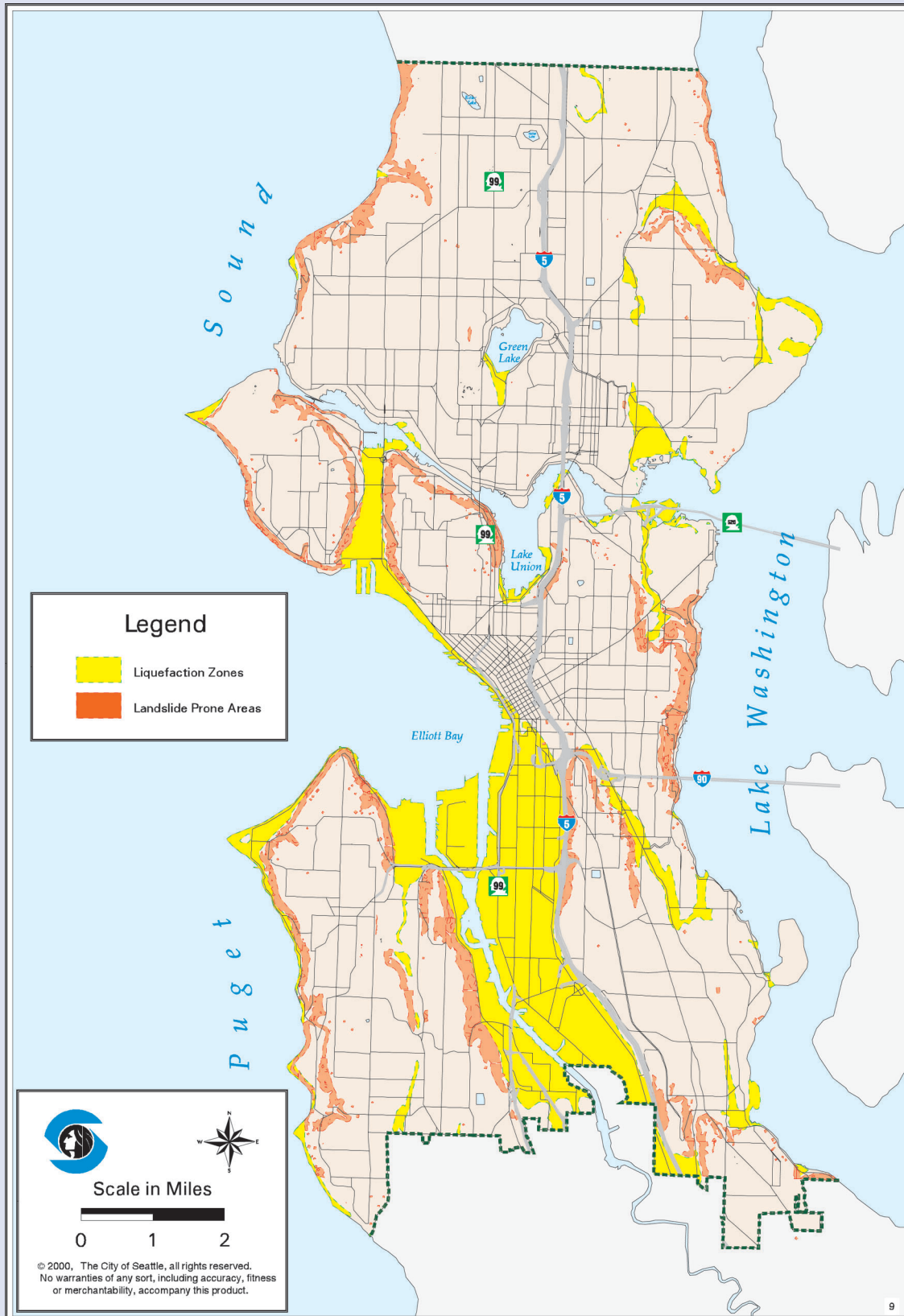


Figure 10. Seattle Transportation Network

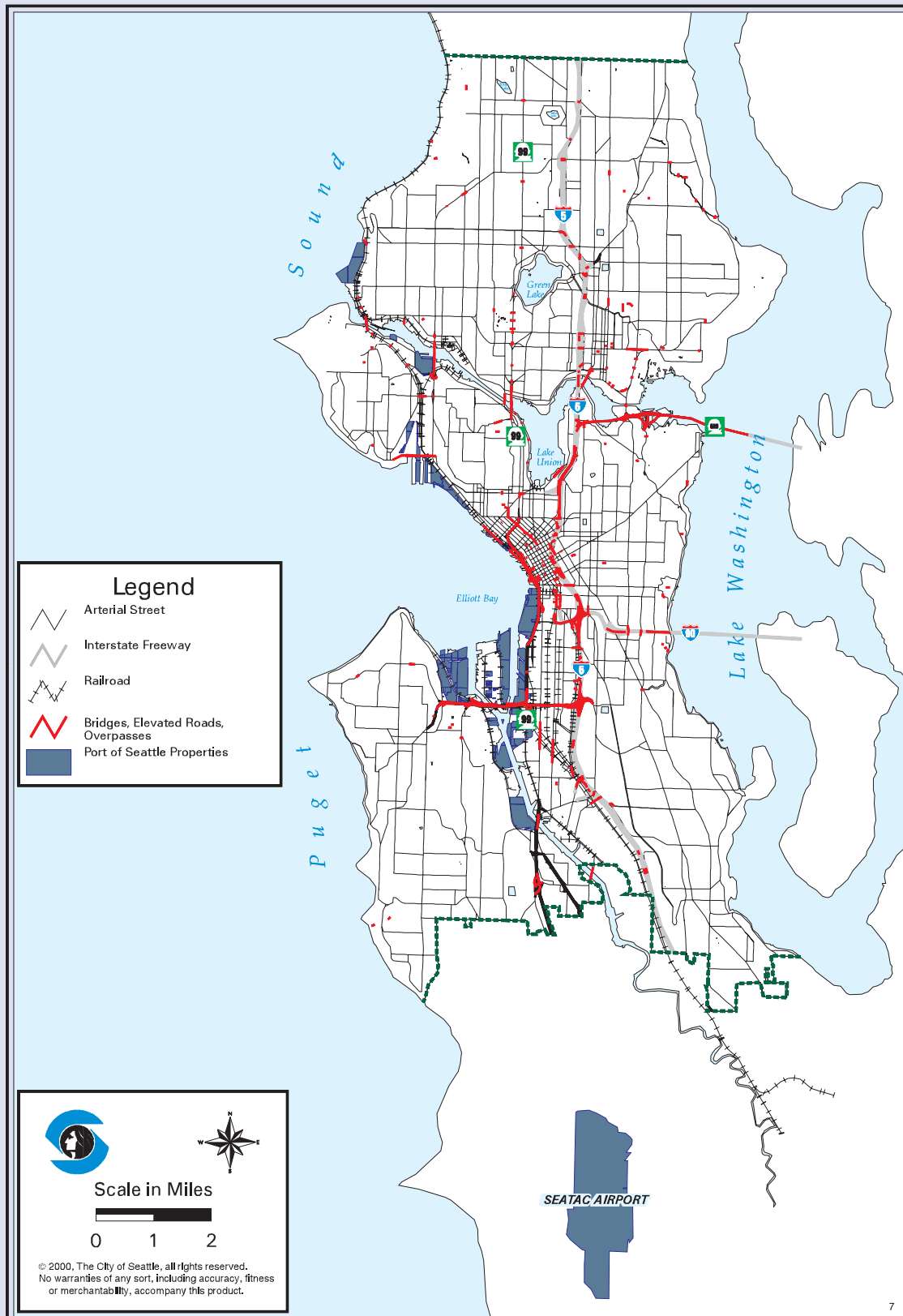


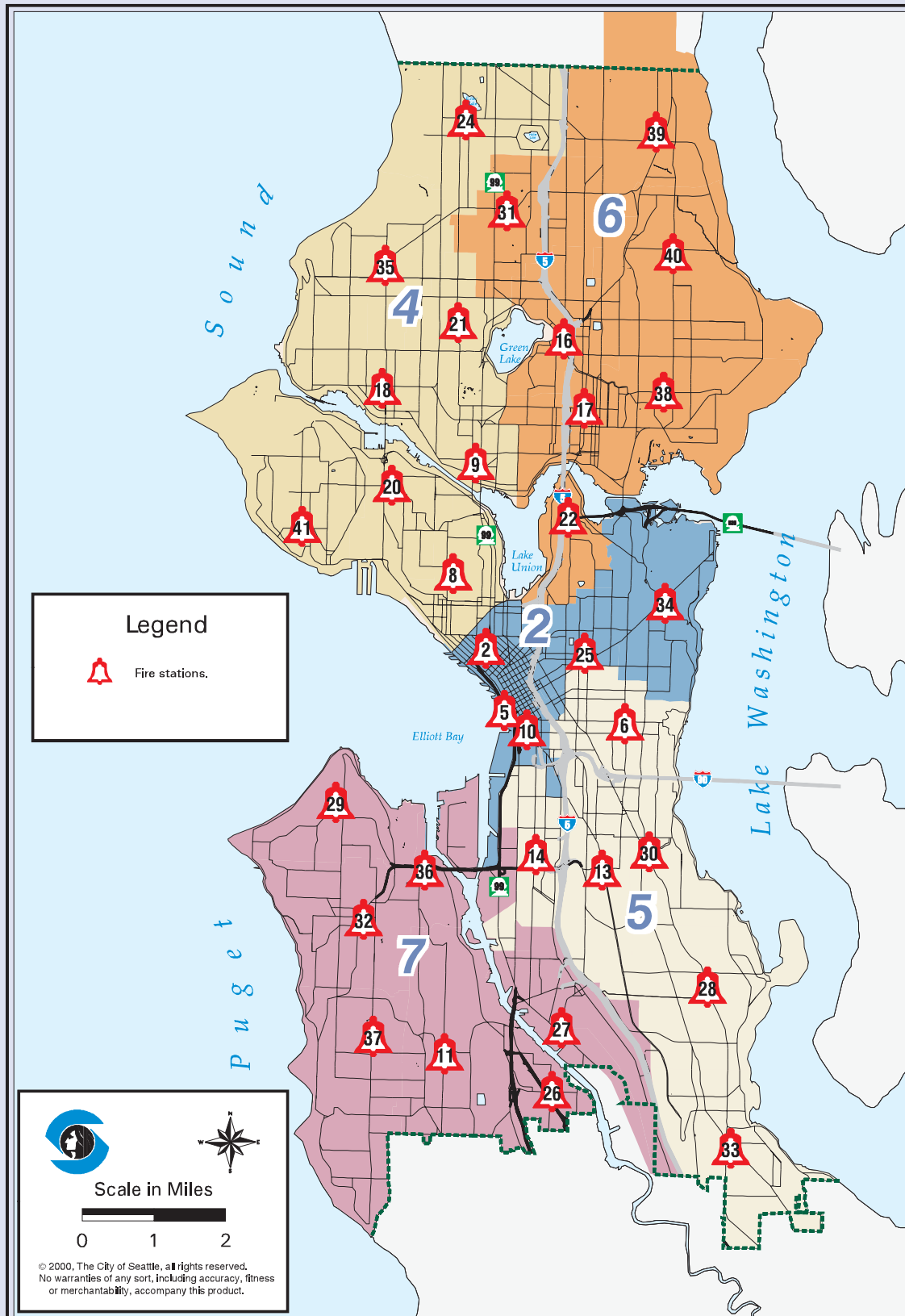
Figure 11. Seattle Area Ferry Routes



Figure 12. Olympic Pipeline Spur in Seattle



Figure 13. Fire Stations and Battalion Districts



**Figure 14. Regional Water Systems**

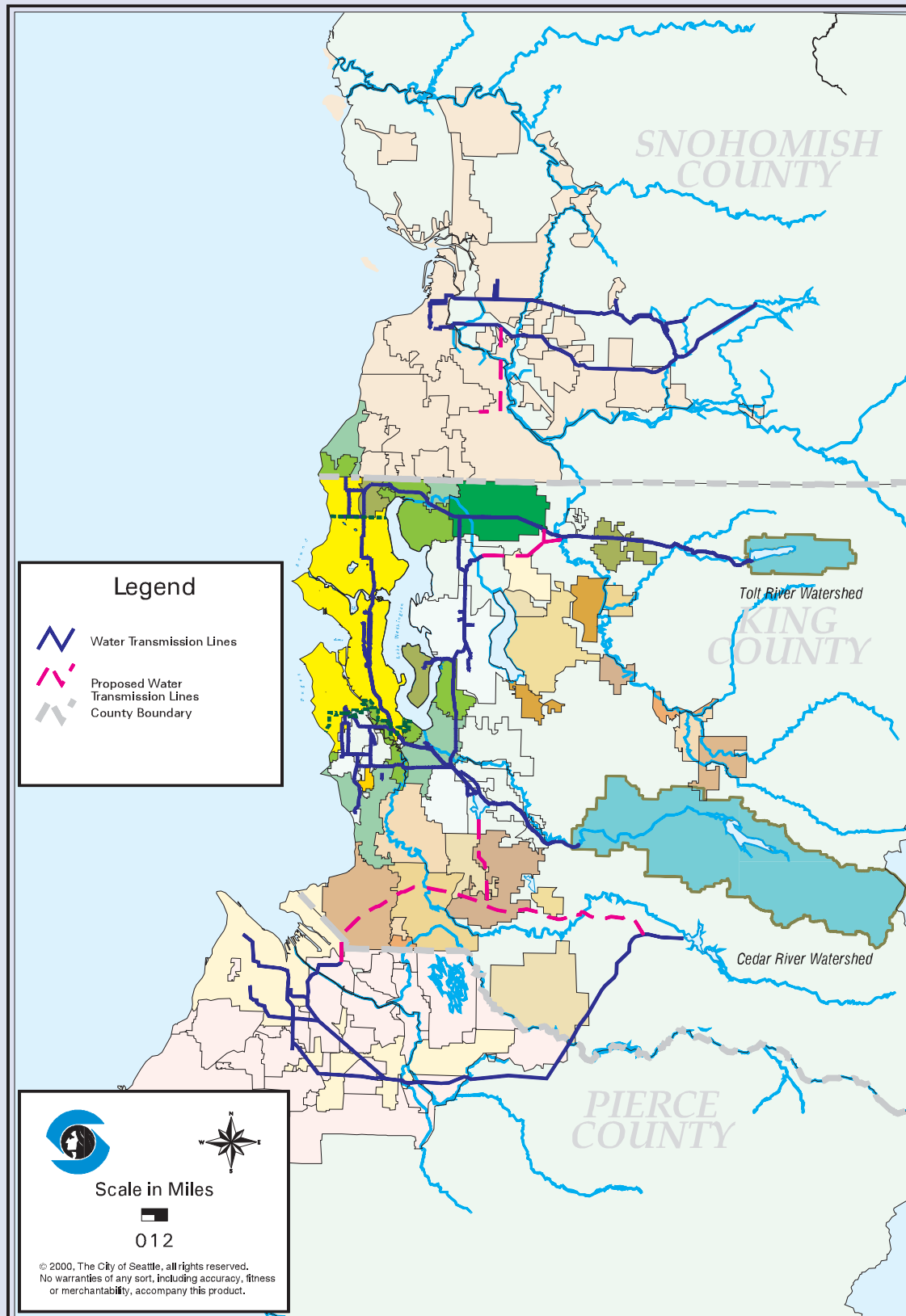




Figure 15. Combined Sewer Overflow (CSO) Locations



**Figure 16. Utilities - Central Business District**

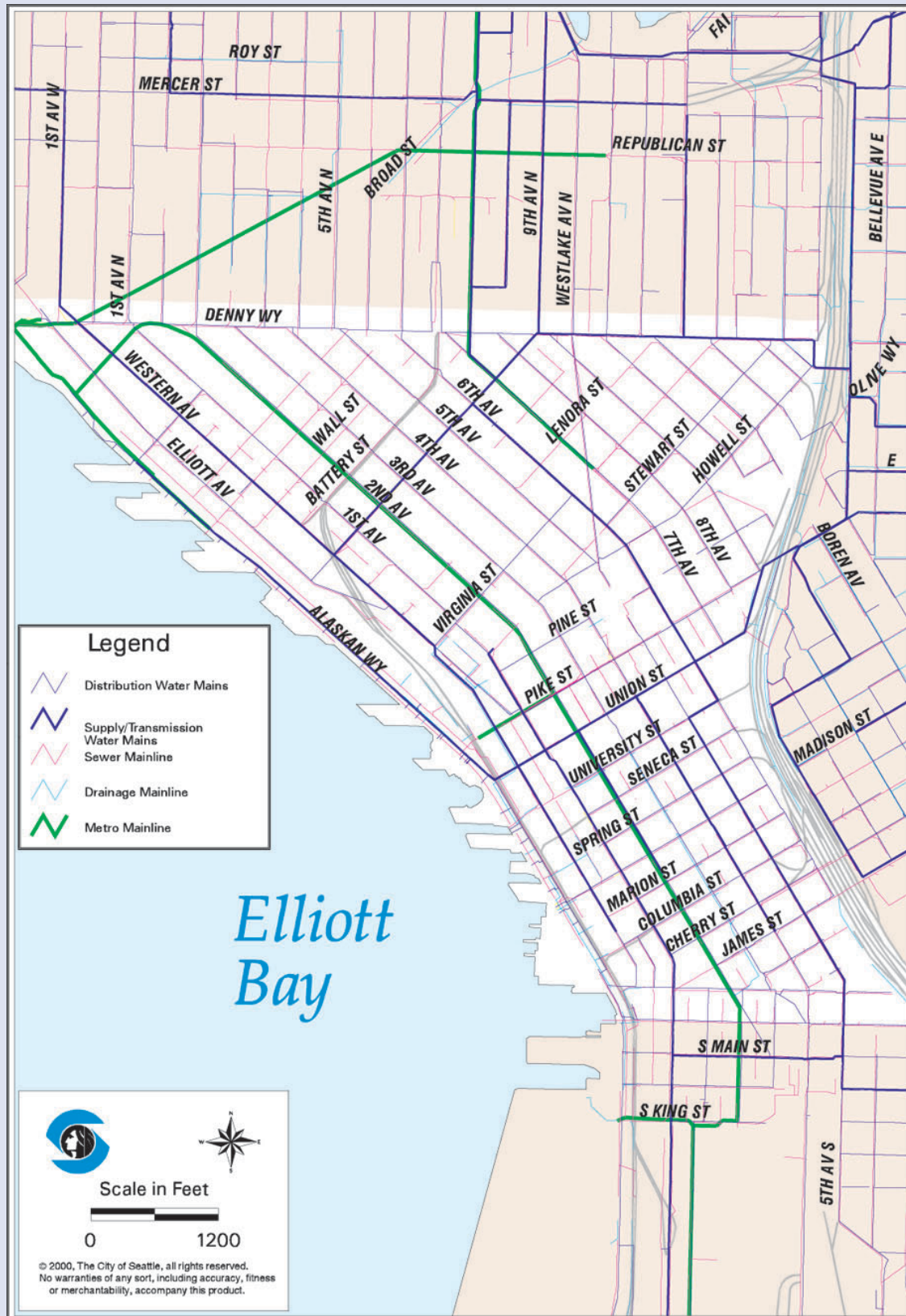
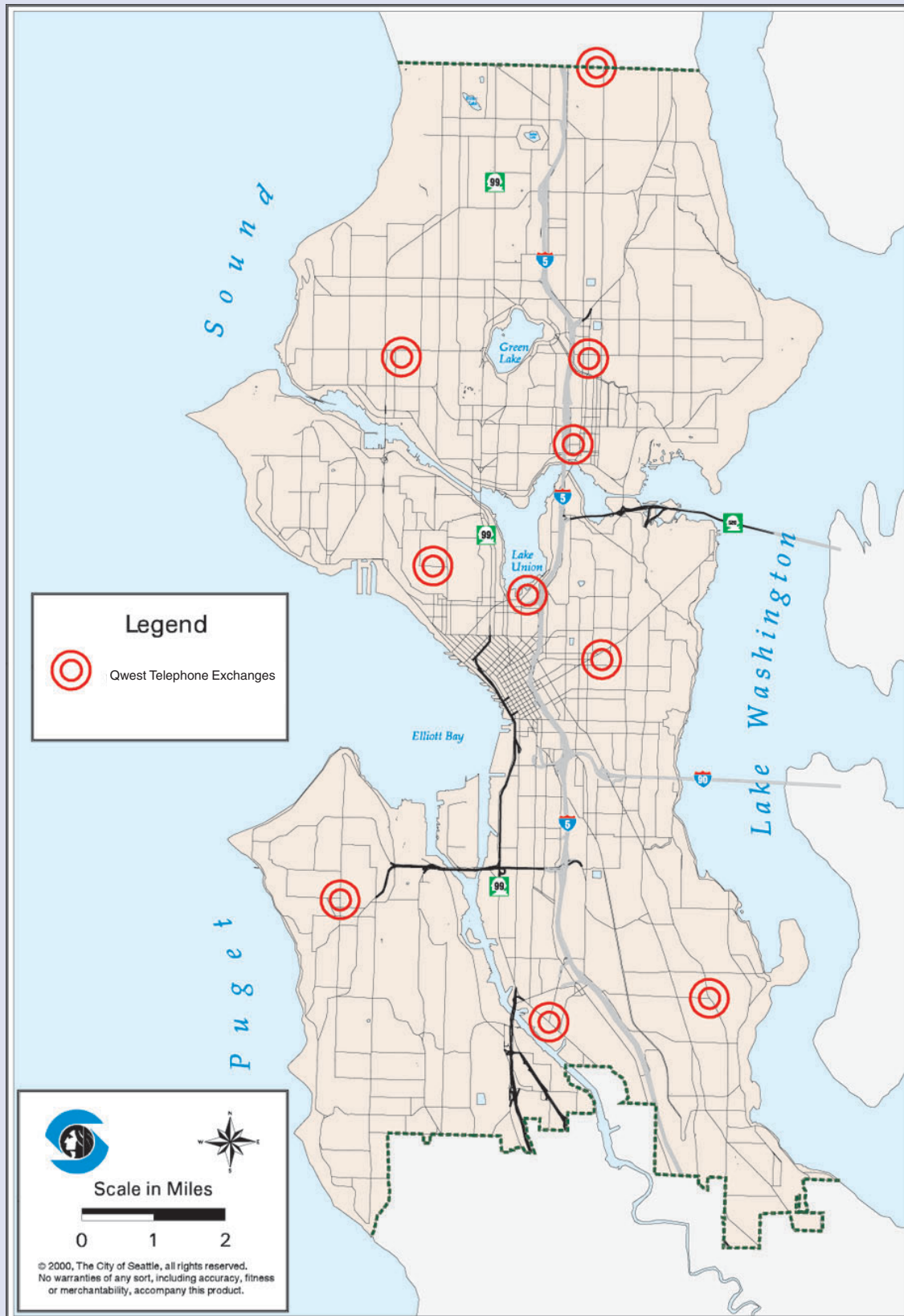


Figure 17. Wastewater Lines





Figure 18. Qwest Telephone Exchanges



**Figure 19. Demographics**

Population	Seattle	Greater Seattle Area*	Cascadia**
1970	530,844	1,939,000	7,738,635
1980	493,846	2,240,000	9,508,809
1990	516,259	2,748,867	11,000,384
2000	563,374	3,275,847	13,379,320

\*King, Snohomish, Pierce, and Kitsap counties

\*\*Washington, Oregon and British Columbia

**Population by Race and Ethnic Identification 2000 Census data**

Race/Ethnic Group	Seattle	King County	Washington State
White	394,889 (70.1%)	1,315,507 (75.7%)	4,821,823 (81.8%)
African American	47,541 (8.4%)	93,875 (5.4%)	190,267 (3.2%)
American Indian and Alaska Native	5,659 (1.0%)	15,922 (0.9%)	93,301 (1.6%)
American Indian	3,141	9,921	70,646
Alaska Native	967	2,292	6,621
Other	1,551	3,709	16,034
Asian	73,910 (13.1%)	187,745 (10.8%)	322,335 (5.5%)
Asian Indian	2,843	15,287	23,992
Chinese	19,415	45,018	59,914
Filipino	15,867	33,714	65,373
Japanese	8,979	21,455	35,985
Korean	4,863	20,005	46,880
Vietnamese	11,943	27,484	46,149
Other Asian	10,000	24,242	44,042
Native Hawaiian and Other Pacific Islander	2,804 (0.5%)	9,013 (0.5%)	23,953 (0.4%)
Native Hawaiian	409	1,506	4,883
Guamanian or Chamorro	364	1,028	5,823
Samoan	1,391	4,182	8,049
Other Pacific Islander	640	2,297	5,198
Other race	13,423 (2.5%)	44,473 (2.6%)	228,923 (3.9%)

*continued on next page*

Figure 19 continued from previous page

Race/Ethnic Group	Seattle	King County	Washington State
Two or more races	25,148 (4.5%)	70,499 (4.1%)	213,519 (3.3%)
<b>TOTAL population</b>	<b>563,374</b>	<b>1,737,034</b>	<b>8,894,121</b>
Hispanic/Latino and Country of Origin*	29,719 (5.3%)	95,242 (5.5%)	441,509 (7.5%)
Mexican	17,886	62,369	329,934
Puerto Rican	1,466	4,214	16,140
Cuban	759	1,792	4,501
Other Hispanic or Latino	9,608	26,867	90,934

\* Hispanics may be of any race



**Figure 20. Climate Summary**

**MONTHLY CLIMATE SUMMARY FOR SEA-TAC  
FOR THE PERIOD JULY 31, 1931 TO FEBRUARY 28, 1998**

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Annual
<b>Average Maximum Temperature (°F)</b>												
44.6	49.1	52.2	57.5	64.3	69.4	75.1	74.7	69.3	59.5	50.4	45.3	59.3
<b>Average Minimum Temperature (°F)</b>												
34.7	36.7	38.0	41.1	46.4	51.3	54.5	54.7	51.2	45.3	39.6	35.8	44.1
<b>Average Total Precipitation (inches)</b>												
5.67	4.17	3.74	2.57	1.62	1.44	0.79	1.11	1.83	3.48	5.83	5.84	38.09
<b>Average Total Snow Fall (inches)</b>												
5.1	1.7	1.4	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.8	2.6	11.7
<b>Average Snow Depth (inches)</b>												
0	0	0	0	0	0	0	0	0	0	0	0	0

Greg McCurdy of the Western Regional Climate Center compiled the above data.

**Figure 21. Hazard Risk**

**SITUATION**

Hazard	Frequency	Most Likely Impact	Potential Impact	Overall Risk
Air Crashes	2	1.9	2.7	10.3
Civil Disorders	3	2.7	3.7	30.0
Conflagrations	3	2.4	3.5	25.2
Droughts/Water Shortages	4	1.6	2.3	14.7
Earthquakes	3	4.4	5.0	66.0
Floods	4	1.7	2.6	17.7
Hazardous Material Incidents	5	1.7	2.8	23.8
Landslides	5	2.3	3.1	35.7
Snowstorms	5	2.6	3.0	39.0
Terrorism	2	3.4	4.4	29.9
Tornadoes	1	1.3	2.4	3.1
Tsunamis/Seiches	2	3.1	3.5	21.7
Volcanic Eruptions	2	3.2	4.0	25.6
Windstorms	4	3.1	3.4	42.2

	Expected Impacts											Potential Impacts										
	Area Affected	Safety	Economy	Utilities	Transportation	Structures	Social Services	Medical Services	Psychological	Secondary Impacts	Average Score	Area Affected	Safety	Economy	Utilities	Transportation	Structures	Social Services	Medical Services	Psychological	Secondary Impacts	Average Score
Air Crashes	1	3	1	3	2	3	1	1	2	2	1.9	1	4	2	3	3	3	2	2	4	3	2.7
Civil Disorders	3	3	3	2	2	4	3	1	3	3	2.7	4	4	4	3	3	5	4	2	4	4	3.7
Conflagrations	2	3	2	3	2	4	2	2	2	2	2.4	4	4	4	3	3	5	3	3	3	3	3.5
Droughts/Water Shortages	5	1	3	1	1	1	1	1	1	1	1.6	5	2	4	2	2	2	1	2	2	1	2.3
Earthquakes	5	4	5	5	4	5	4	4	3	5	4.4	5	5	5	5	5	5	5	5	5	5	5.0
Floods	2	2	2	2	2	2	1	1	1	2	1.7	3	3	3	3	3	3	2	2	2	2	2.6
Hazardous Material Incidents	1	2	2	1	2	1	1	2	2	3	1.7	3	4	2	2	3	2	3	3	3	3	2.8
Landslides	3	2	2	3	3	3	2	1	2	2	2.3	4	4	3	4	3	3	2	2	3	3	3.1
Snowstorms	5	1	3	4	4	2	2	2	1	2	2.6	5	2	3	4	4	2	3	3	2	2	3.0
Terrorism	4	3	4	3	2	4	3	2	5	4	3.4	4	5	5	4	4	5	4	3	5	5	4.4
Tornadoes	1	2	1	2	1	2	1	1	1	1	1.3	1	3	2	3	3	3	2	2	3	2	2.4
Tsunamis/Seiches	3	3	4	3	4	4	3	2	2	3	3.1	3	4	4	4	4	4	3	2	4	3	3.5
Volcanic Eruptions	5	2	3	5	4	3	3	3	2	2	3.2	5	4	4	5	4	3	4	4	4	3	4.0
Windstorms	5	2	4	4	4	3	3	2	2	2	3.1	5	3	4	4	4	3	3	3	3	2	3.4

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## General

The primary responsibility for maintaining “the peace and order” in The City of Seattle is vested in the Mayor by The City Charter. There are 17 departments in the Executive Branch, each with a department head appointed by the Mayor. Each of these department heads is a direct report to the Mayor and serves as a member of the Mayor’s Cabinet. The City Council confirms all Mayoral appointments.

The many legal roles and responsibilities of departments including the authority of department heads are prescribed in The City Charter, and in state statutes and municipal ordinances.

Emergencies, (such as response to fires, violations of the law, emergency medical calls, etc.), occur everyday and do not normally require the direct involvement of the Mayor. On a less frequent basis, operational departments are confronted with larger scale events that go beyond the norm. These situations, which are distinguished as major emergencies or disasters (See Tab A), have expanded requirements that can exceed the capacity of one department to handle alone. Knowing that this is an ever-present possibility, department supervisors must stay alert to detect the onset of troubling signs and conditions. That, however, is only the first step. They must also continually evaluate any ongoing situation to anticipate the need for additional resources, so that — *when called for* — actions can be set in motion to get assistance on-scene — *in time to avert a more dangerous and costly response*. Often this amounts to a very narrow window of opportunity. In all instances, suitable City resources should be pursued first before turning elsewhere. Outside sources may include mutual aid from neighboring jurisdictions, and assistance that may be available through inter-local and regional agreements or pre-existing contractual arrangements with private sources of specialized equipment and services.

Anytime an incident reaches the threshold of major emergency, the “lead agency” dispatch or control center (See Figure 26) must inform the Emergency Management Section Staff Duty Officer (SDO). The SDO will be available to give assistance, and at a minimum will request the issuance of a mission number from the State Emergency Management Division (EMD) Duty Officer. The mission number helps secure state indemnification protections and serves as a reference for any deployment of local, state, or federal resources to assist in the mission. It is also used to code all documentation tracking the payment of any “emergency worker” compensation claims filed as a result of activities on that mission.

Should a situation be serious enough to warrant the use of any of the Mayor’s “emergency powers” (See Section 10.02.020 of the SMC), the Mayor may declare a “Civil Emergency” (See Section 10.02.010 of the SMC). Both the declaration of “Civil Emergency” and all executive orders invoking an “emergency power” . . . “shall within 48 hours or as soon as practical be filed with the City Clerk for presentation to the City Council for ratification and confirmation, modification or rejection, and if rejected shall be void”. The Mayor’s use of police powers is a separate issue which is covered in Article V, Section 2 of the Seattle City Charter. In all cases the orders of the Mayor will not be delayed, and if there is any subsequent alteration by the City Council it shall be “prospective only”.

Moreover, the City, as a state “recognized separate emergency management organization” and as a recipient of Emergency Management Performance Grant (EMPG) funding, must “inform and provide immediate situation reports and damage assessments to the state EOC” (See Washington State CEMP, Basic Plan). Based on evaluation of initial details communicated by the City, EMD will make a finding for the Governor on the need for a Governor’s declaration for a “State of Emergency”.

By law, the Mayor’s declaration of a “Civil Emergency” is a prerequisite for asking the state for help in saving lives, preventing further damage, and/or alleviating human suffering. State assistance is supplemental however, and can only be given after the City exhausts its capacity to fully utilize local means. Should this be the case the Mayor may issue an executive order giving his authority for making such a request, which is to be forwarded to the EMD Telecommunications and Warning Section for referral to either the state EOC Operations or Logistics Section. Internal sorting in the state EOC is determined by whether or not the resource can be provided from assets and services immediately available within the state or state government, or whether it will require coordination with another state or the federal government. In all instances the request shall identify each requested resource by type, quantity, required specifications, time needed, delivery and operational location, purpose and use, duration of need, and contain a certification that “*the City has expended all reasonable attempts to locate the resource from all possible local sources*”.

Even with the augmentation of resources that may be available through the state, including those that could come from an interstate Emergency Management Assistance Compact (EMAC) and Pacific Northwest Emergency Management Arrangement (Public Law 105-381), the situation could be so severe that the Governor would be swayed to go to the federal government for assistance. To support the Governor's request, the City, with help from EMD and FEMA Region X officials, will prepare a Preliminary Damage Assessment (PDA) and a Supplemental Justification for Presidential Declaration Request or a Request for Federal Assistance Without a Presidential Declaration. As soon as this documentation is compiled and ready for review, several options become possible depending on the type of aid that would be necessary. Some federal agencies, such as the Small Business Administration (SBA), US Army Corps of Engineers (USACE), US Environmental Protection Agency (USEPA) and US Department of Agriculture (USDA), have statutory authority to make emergency programs and resources available without prior presidential approval. Should this not be adequate, the Governor can ask for other specific types of aid covered in Public Laws 93-288 and 100-707 (See Tab C) through the FEMA Region X Director (RD) in Bothell, WA. The RD may add his recommendations to the request and forward it to the FEMA National Headquarters in Washington, DC. From there, it is to be referred to the President who can either deny the request or decide to make an "Emergency Declaration" if limited federal involvement would suffice, or make a "Major Disaster Declaration" if more substantial federal financial, technical and/or operational support is more appropriate. The diagram in Figure 23 was developed by FEMA to represent the foregoing process, which is standardized by federal law across the country. Starting at the top and rotating clockwise on the page, it shows how the process can progressively grow to support critical needs identified by local and state jurisdictions in times of disaster.

Two other scenarios are also possible. Both of these special cases, which could involve a catastrophic disaster or terrorist act, would result in the President expediting the authorization of federal aid. The diagrams in Figures 24 & 25 outline the framework for how the City would organize its direction and control over local resources in a WMD incident. It further shows the interface that would occur with the Federal Bureau of Investigation (FBI) and FEMA to access federal assets and assistance for "crisis" and "consequence" management (See Terrorism Incident Annex to FRP, US Government Interagency Domestic Terrorism Conplan, and Tabs A & D).

## Emergency Management Concepts

While emergency operations can make heavy demands on available personnel and logistical resources and create an array of urgent needs and actions, the City's initial ability to respond to any emergency would depend on the use of existing departmental assets. Operational departments are accustomed to dealing with a variety of recurring low-level emergencies, and already have organizational procedures in place to manage legally assigned first and second response missions. The difference between these lesser scale incidents and a major emergency or disaster is that the latter are characterized by the necessity to mobilize and direct and control a much more substantial effort, one requiring the intensive participation of multiple agencies.

This plan builds on the Incident Command System (ICS) that has been adopted by Seattle's operational departments to manage all incidents. Basic to all is the practice that once a department in its role as the "lead agency" recognizes (in its incident "size-up") that there are emergency needs greater than those available to the department alone, additional help will be requested as follows:

1. Depending on the specific type and mix of resource needs requested by the Incident Commander, the department's dispatch or control center calls appropriate source(s) for assistance.
2. Should the requirements of the situation, which could be complicated by concurrent incidents in other parts of the City, cause the department's dispatch or control center to become overloaded, an immediate decision will be made to:
  - a) Call the Emergency Management Section Staff Duty Officer to the scene if the incident is confined to a localized area and the coordination of multi-agency and/or commercial resources is manageable by one or two persons.
  - b) Or, if the proportions of the incident originate at or escalate to a stage where resource and/or coordination needs are too demanding or complex for the department, and/or where wider areas are or will



be exposed to a spreading danger, the department head or appropriate designee may request activation of the EOC.

### Direction and Control

**Field Operations.** The determination of which department is responsible for assuming field command, or becoming the “lead agency” for a particular type of hazard response is codified in most instances in municipal law. The cross-reference table in Figure 26 cites existing obligations.

If, at any time, there is disagreement or uncertainty on the part of field supervisors over which department is the responsible “lead agency” it will be resolved by immediate referral to the EOC Director. It then will be up to the EOC Director to confer with the appropriate department heads, or their EOC designates, to arrive at a determination. This safeguard is established to ensure prudent life-safety measures by local government will neither be delayed nor jeopardized by indecision.

Some incidents may involve more than one hazard, but the one that will be considered primary, will be the hazard posing the potential for causing the most serious harm. Hence, the department responsible for the primary hazard will be the “lead agency”. As an incident evolves, however, and as the original hazard is downgraded and supplanted by a different hazard, a “lead agency” transfer from one department to another may occur. The October 4, 1993 vault fire in the Denny Regrade is an example of the Seattle Fire Department (SFD) assuming the initial role of “lead agency” while the fire was burning. But once the fire had been extinguished, and as soon as SFD units could be withdrawn, a “lead agency” transfer to Seattle City Light (SCL) took place. For the next three and a half days, SCL exercised command over interdepartmental field activities aimed at restoring power to a 35 square block area, and mitigating the human, safety and security, traffic, and business impacts on residents and property owners.

Whenever a hazard is discovered, the senior person from the department first on-scene will assume initial command of the situation. This person will immediately establish a command post, and through his/her dispatch or control center:

- ◆ report an initial “size-up” (problem identification and assessment),
- ◆ request initial notifications that need to be made (including contact with the “lead agency” if appropriate), and
- ◆ take steps to isolate the area if called for.

As soon as first response units from the “lead agency” arrive on-scene, the most senior official from this department will accept the position of Incident Commander. It will then be up to each department to decide, if and when command will be transferred (See Tab A) should a more senior department official come to the scene.

Should the Incident Commander determine the need for a multiple agency response, and depending on the circumstances the establishment of a unified command (See Tab A), this person will make the decisions on:

- ◆ what additional agencies are needed,
- ◆ the specific roles each of these agencies is to assume,
- ◆ the force levels and types of equipment each should respond with,
- ◆ the official they are to report to,
- ◆ the approach route they are to use to travel to and ingress the designated staging area(s), and
- ◆ any other information about conditions or precautions that dispatchers should give responders a “heads-up” or forewarning of.

The Incident Commander will direct referral of the foregoing information to the department dispatch or control center, where it will be communicated to the dispatch or control center or emergency contact of the other agencies requested to respond.

It is possible that multiple sites could be affected at the same time during a widespread event. Under such a circumstance, where the primary hazard could vary from incident site to incident site, there could be more than one department serving as a “lead agency”. This contingency would require the intervention of the EOC to act as a clearinghouse to prevent conflicts that could interfere with the City’s ability to achieve an economy of scale in the allocation of resources. In other words, the EOC would assist the “lead agencies” by acting as an overall coordinator to reconcile any competition for scarce resources and/or to eliminate the potential for conflicting or duplicated efforts.

Currently, planning is underway by the City’s public safety and utility and transportation departments to decentralize command and control in a damaging earthquake that isolates sections of the City and disables radio and telephone communications. Because such an event could delay the activation of the EOC, on-duty field supervisors from the five operating departments would self-initiate the forming of an Area Command (See Tab A). Contingent on the scale of destruction that might occur, as many as five separate Area Commands could be formed to command and control geographical areas matching each of the Seattle Police Department (SPD) Precincts. Those in charge at the Area Command Post, which could use Precinct facilities, would function autonomously until such time as it would be possible to reopen emergency routes for emergency traffic and reestablish voice contact with department dispatch/control centers. (The map in Figure 27 shows the five SPD Precinct Headquarters and Precinct boundaries).

Dispatch/Control Centers. All of the City’s operational departments, some of its general service and recreational departments, and some outside support agencies have dispatch/control centers. Their normal role, in most cases, is to dispatch and support field personnel and their equipment. In an emergency these control centers are responsible for similar actions, which should be guided by emergency protocols calling for:

- ◆ notification of key officials,
- ◆ the call-out of off-duty personnel and the adjustment of shift schedules to accommodate extended workforce requirements,
- ◆ monitoring and keeping a record of field and departmental support activities and costs,
- ◆ dispatching specialized teams or technicians that are part of an automatic response, or as specifically requested,
- ◆ alerting other agencies of impending dangers that could affect their resources,
- ◆ supporting all other requests made by the senior department official in the field,
- ◆ keeping senior management officials apprised of information they have predetermined to be of essential importance,
- ◆ calling the Emergency Management Staff Duty Officer (SDO) for assistance, and
- ◆ in an EOC activation, submitting required reports (See Appendix 1) to their department EOC representative.

Support Centers. For emergencies involving loss of utilities, slide or roadway damage or snow and ice storms, SPU and SCL have the capacity to establish central call-intake centers. These are the Emergency Resource Center (ERC), the SPU Call Center and the SCL Trouble Center. While the ERC’s purview is broader in the number of different department control centers and types of incidents it can support, all three are designed to function as intermediary communication bridges between citizens and impacted control centers. Overall, the intent is to give citizens more immediate telephone access in referring reports and/or getting advice on what to do, repair status or more general information on what the City is doing. The benefits are twofold: it is more convenient and less frustrating for the citizen, and it improves the ability of the control centers to filter calls, so they can more effectively concentrate their time and limited resources on the restoration of interrupted services and/or the remediation of unsafe conditions.

Activation of the ERC may be requested by a control center supervisor or department head, the Mayor’s Director of Communications, or by the EOC Director or Emergency Management Director. Both the SCL Trouble Center and SPU Call Center are established to deal with power outages and are activated by the SCL System Control Center whenever large numbers of electric customers are affected.

The chart in Figure 28 is a listing of command and control and support centers operated by City departments and outside support agencies.

Emergency Operations Center (EOC). Whenever the EOC is activated it becomes the City's central headquarters for exerting civil leadership over any major incident that imperils the safety and welfare of the public. Not unlike the purpose of the Mayor's Cabinet, the EOC serves as a steering body for the Mayor and City department heads or their senior manager delegates. Within this specially organized and equipped venue, they are provided the means to jointly focus on issues requiring cross-input and decisions by the City's senior leadership, and on making certain that the most effective use of all available resources is being applied (or redirected) to the highest priorities, as they emerge.

The official EOC mission statement reads as follows: "To provide a *designated command center* for the City's Executive and senior departmental leadership in a major emergency or disaster, so critical issues and resource needs *that exceed available department capabilities or authority* can be resolved. EOC intervention *assures effective use and integration of all local resources, centrally coordinates public information, and supports departments in obtaining supplemental assistance* to save lives, protect people and property, stabilize immediate dangers, and limit adversity. The EOC also *organizes and leads a corporate recovery effort* that seeks to restore all sectors of the community and environment, that endured significant damage and/or loss, to a pre-disaster state of normalcy."

EOC Strategic Goals and Objectives. Based on situational demands, the following strategic goals may be established in any EOC activation:

- ◆ personal safety of emergency responders and other City employees;
- ◆ saving and protecting the greatest number of people at risk;
- ◆ saving and protecting as many residential, business and industrial properties as possible;
- ◆ saving and protecting as much vital infrastructure as possible;
- ◆ restraining the spread of environmental damage;
- ◆ minimizing human hardship and economic interruptions.

Implementation of the City's strategic goals will take into consideration the following menu of EOC objectives, which will be addressed, amended, or added to as applicable in the EOC Consolidated Action Plan:

- ◆ determining if there is a need for exercising one or more of the Mayor's "emergency powers";
- ◆ coordinating City-specific warning and emergency public information;
- ◆ coordinating City damage assessment;
- ◆ calculating emergency costs for referral by the Mayor to the City Council;
- ◆ coordinating continuity of government and continuity of operations;
- ◆ overseeing the effective use and allocation of available local resources;
- ◆ determining specific requirements that are vital but beyond the City's means to acquire, and referring such needs to the state EOC for supplemental assistance;
- ◆ orchestrating recovery, including the development of a City Disaster Recovery Plan.

EOC Readiness. The Emergency Management Section maintains the City's EOC on a ready footing so that its status can be proactively upgraded, commensurate with the need to support emergency operations in the field. EOC readiness can occur in three phases, which are described as follows:

Phase I Alert. This first phase pertains solely to staff of the Emergency Management Section. It is intended to cover the period before an emergency, when there is forewarning of an impending situation that can be monitored to evaluate threatening conditions as they emerge, grow, or dissipate. An example would be the issuance of a National Weather Service forecast for a snowstorm in the next 24 hours.

Using the various sources of information available, the Emergency Management Staff Duty Officer would take preliminary steps, as were prudent, to initiate the alert of other Emergency Management staff and to get the EOC ready for operational use. These efforts would also be coordinated with the Mayor, the EOC Director, and departments and support organizations whose services and resources could make them a part of any projected emergency response.

**Phase II Alert.** The second phase would result in an activation of the EOC. Once activated it would be used as a unified coordination site for senior management representatives from all departments involved in the incident response. From the EOC they would:

- ◆ monitor, exchange, and coordinate information about the effects and implications of imminent and pending events on the public and their respective and combined services and assets (“size-up” summaries);
- ◆ jointly formulate and coordinate strategic objectives, priorities and contingency options (Consolidated EOC Action Plan);
- ◆ identify and, as necessary, refer policy questions and executive decisions for resolution;
- ◆ identify and deal with resource and assistance needs;
- ◆ pass appropriate advice and information to the department or support organization dispatch and or control center.

Any department head, whose department becomes directly involved in the incident, the EOC Director, or the Mayor, can initiate Phase II. EOC staffing levels vary and, at any particular time, can be adjusted by the EOC Director to match the demands of the immediate situation. In this phase, representatives in the EOC, under the lead of the EOC Director, would have the authority to coordinate the use of all locally available resources, public and private.

Advisory notification of the Phase II Alert would include the Mayor, the Chief of Police, and the King County Office of Emergency Management (OEM) and Washington State EMD Duty Officers.

**Phase III Alert.** The third phase would result in a major activation of the EOC, and is reserved for those situations that have escalated in seriousness to the stage where the Mayor’s direct participation is necessary. The catalyst for determining a Phase III Alert would be the requirement for a Proclamation of “Civil Emergency”.

Only the Mayor, or Acting Mayor, or the EOC Director can implement this phase, but only the Mayor or Acting Mayor can sign a declaration. Like a Phase II Alert, representation in the EOC would be predicated on the demands of the situation, and would be managed accordingly, i.e., as the requirements of the crisis intensified, diminished, or reverted in focus from response to recovery.

Notification of a Phase III Alert shall be made, at the earliest practical time, to the King County OEM and Washington State EMD Duty Officers. The chart in Figure 29 is a quick reference guide that shows the relationship of these three phases of alert and how they are progressively implemented.

**EOC Organization.** Mirroring the DMC, the EOC operates under the executive authority of Mayor and the operational command of the EOC Director. Using ICS as its management model, the EOC is organized into a Command Staff, a General Staff, and operational and support sections, branches, groups and units. (See Tab A). The core of the EOC system relies on nine functional modules called Emergency Support Functions (ESFs). Each ESF is administered by an ESF Coordinator.

Basic management practices, that are integral to the ICS and that will be adhered to in the EOC, are:

- ◆ designated command and control facilities;
- ◆ a modular organizational structure that can easily grow or shrink in size and capability to sustain established goals and objectives over the course of extended operations;
- ◆ the arrangement of ESFs into Sections for Operations, Administration and Plans, Logistics, and Finance;
- ◆ a span of control for each supervisory layer that ranges from three to seven subordinates, with five being the ideal;

- ◆ the use of comprehensive resource management;
- ◆ the use of common terminology across departments;
- ◆ the use of integrated communications across departments;
- ◆ consolidated action planning.

The chart in Figure 30 depicts the entire EOC organizational structure. Only on the rarest of occasions, and only under the direst of circumstances, would it be conceivable to activate each and every element of the EOC organization at the same time. Instead, the organization is fashioned as a set of building blocks that, based on objectives established in the Consolidated EOC Action Plan, can be easily assembled (mobilized) or disassembled (demobilized) to support the workload for each operational period (the duration of one shift of duty in the EOC). Whenever EOC operations last longer than 8 hours (referred to as extended operations), there will be more than one operational period.

EOC Operational Planning. Operational planning is a dynamic process, which is driven by field “size-up” reports. As updated reports are received from field supervisors and facility managers, it will be the responsibility of the senior person in charge of the department control center to confirm and interpret the data. Once an intelligible assessment of the data’s significance and known ramifications can be processed, the salient details will be synthesized into a narrative.

In an overall sense, the narrative must serve as a “real time” portrayal of the department’s/organization’s citywide situation and status — *that highlights the scope and importance of emergency and other concurrent operations, and contrasts them in terms of their impact (direct and collateral) on capabilities, infrastructure, people, property, the economy, and the environment.* From a topical perspective, each narrative should account for the following — *when applicable:*

- ◆ Damage assessment of vital fixed and portable assets (owned and leased), relocations to alternate sites, and corresponding impact(s).
- ◆ Department casualties and available staffing levels, and constraints imposed.
- ◆ Essential operations and services that must be continued and non-essential operations that may be scaled back or curtailed.
- ◆ Period(s), locations, and correlation of all disaster incidents.
- ◆ Times of initial response and composition of emergency units dispatched.
- ◆ Threat(s) and risk(s) encountered.
- ◆ Affect and impact of threat(s) on people, public and private property, business, infrastructure, and capabilities and resources.
- ◆ Prognosis for neutralization, stabilization and/or disposal of threat(s).
- ◆ Ability to move units and material.
- ◆ Ability to acquire needed resources.
- ◆ Damage to private property and populations at risk.
- ◆ Evacuations undertaken to include disposition of displaced, injured and deceased.
- ◆ Requests for support from and by other departments, organizations and mutual aid agencies.
- ◆ Loss or shut-off of utilities and closure of roadway structures.
- ◆ Detours and traffic control measures established.
- ◆ Results of preliminary and technical inspections of buildings, emergency routes, bridges, tunnels, port facilities, ground failures, flood control works, and utility infrastructure.
- ◆ Strategy and action plan for dealing with emergency.
- ◆ Prognosis for restoration of interrupted services.



- ◆ Estimate of emergency costs that represent disaster related values over and above normal expenditures for overtime, Temporary Employment Service (TES), emergency requisitions, emergency protective measures, capital losses and repairs, etc.
- ◆ Requests for assistance from the EOC for “emergency power” authority, contracting relief, area warning and coordination, public information, and urgent resources beyond the department’s means.
- ◆ Critical information not otherwise covered.

So long as the event requires the activation of the EOC, these “size-up” summaries will be forwarded from the control center to the department’s EOC representative. To avoid unnecessary delays, it is essential that they be processed at the earliest possible time, using the City’s electronic network as the primary means of transmission. FAX and courier will serve as backup channels. Each of these reports will be preceded by a “heads-up” notification, either by phone or radio.

In the EOC, these reports will be collaboratively analyzed and evaluated by the responsible ESF, under the direction of the ESF Coordinator. *The aim is to form a citywide picture of how department or interdepartmental actions occurring at incident sites, in or among control centers, or in areas of the City more distant from or untouched by the crisis need to be supported by EOC goals and objectives.* Attention will also be focused on detecting signs or patterns in planned or ongoing response and recovery activities that might portend:

- ◆ hidden issues requiring resolution;
- ◆ inconsistencies, duplications, or conflicts; or
- ◆ problematic consequences or residual effects.

All requests for assistance and other actions that are judged to be essential and call for EOC intervention will be incorporated into the ESF Action Plan. For uniformity in the EOC, the format for the Action Plan is standardized so that each major action item is given a priority and expressed as an objective. Correspondingly, each objective will contain a list of necessary implementing steps along with notations to indicate the ESF assigned primary responsibility, an estimate of the time it will take to complete the step, and an estimate of direct and indirect emergency costs involved.

ESF Coordinators will submit their Action Plans on a schedule established by the EOC Director. When received, they will be reviewed by the Command and General Staffs to:

- ◆ reconcile potential inconsistencies, duplications or conflicts;
- ◆ confirm or reorder priorities;
- ◆ make certain that EOC goals are being accomplished as efficiently as possible, and
- ◆ determine the operational period for the Consolidated Action Plan.

Once agreement is reached, the ESF Action Plans will be combined into a Consolidated EOC Action Plan for approval by the EOC Director and Mayor.

From a figurative point of view, operational planning should be considered the glue that synergistically binds the actions of field commands, department control centers and the EOC. But, in order to manage the fluid and sometimes-uncertain nature of hazard producing circumstances, planning must be flexible enough to anticipate and accommodate change. Thus, every time new developments occur, they need to be reflected in the planning process and shared. In the EOC, every time significant new information and requests for help are reported by the control centers and every time an EOC objective is affected in some tangible way, it triggers an automatic update of the Consolidated Action Plan.

Appendix 1 contains the various forms that are used and outlines how the planning process in the EOC, called the EOC Briefing Cycle, is managed.

EOC Lines of Command Authority. Ultimate authority of the City and the EOC is vested in the Mayor. Specific roles that are reserved for the Mayor include:

- ◆ confirming the activation of the EOC;



- ◆ proclaiming a “Civil Emergency”;
- ◆ exercising emergency Mayoral prerogatives;
- ◆ obtaining City Council ratification and confirmation for proclamations and executive orders, and ordering public notice;
- ◆ referring emergency funding issues to the City Council for action;
- ◆ keeping the City Council informed on the status of emergency operations;
- ◆ directing the management of the EOC;
- ◆ confirming EOC strategic goals and approving EOC Consolidated Action Plans;
- ◆ acting as the chief spokesperson for communicating with the public, for instilling confidence in the government, for rallying morale, and for marshalling support and cooperation from all sectors of the community;
- ◆ coordinating with elected officials of neighboring jurisdictions and higher levels of government;
- ◆ deciding the resolution of issues that are controversial or sensitive, or both.

Those that are available to support the Mayor as Command Staff are: the Deputy Mayor, the Chief of Departmental Operations, the Mayor’s Senior Policy Advisors, in addition to the Communications Director as the Coordinator for the Emergency Public Information ESF-5. The Law Department Advisor aids both the Mayor and the EOC Director by giving legal counsel and by reviewing the Consolidated EOC Action Plan and all legal documents before they are presented to the Mayor. Given the predilections of the Mayor, the Command Staff interacts with the City Council, determines how the City will communicate with the public, and determines how the City will interface with other local jurisdictions and state and federal governments.

The EOC Director reports directly to the Mayor and is responsible for overseeing all EOC operational and support activities. Supervisory roles include:

- ◆ providing the direction for establishing and maintaining staffing levels and shift schedules;
- ◆ monitoring and assessing the crisis situational status and impact;
- ◆ coordinating the resolution of difficulties that cannot be reconciled in the field;
- ◆ directing the preparation of proclamations and executive orders for referral to the Mayor;
- ◆ supervising Command and General Staffs to assure that emergency needs are accurately and readily identified, and that support coordinated by each ESF is appropriate and makes the most efficient use of available resources;
- ◆ keeping Command and General Staffs current on the overall scope of EOC involvement and working with them to maintain a current Consolidated EOC Action Plan;
- ◆ coordinating with the Director of Communications to ensure the Public Information Officer (PIO) Team (ESF-5) is kept informed of all relevant developments, and to ensure that the use of Emergency Public Information (EPI) is synchronized to deliver emergency instructions and status reports to the public in the optimum format at optimum times;
- ◆ transmitting required reports and documents to the State EOC to minimize the time required to receive state and federal assistance;
- ◆ making sure there is close cooperation and coordination with neighboring jurisdiction EOCs for sharing available resources and for exchanging essential information;
- ◆ keeping the Mayor briefed on the progress of EOC and field activities and on pressing concerns the require Executive attention and/or action.

The General Staff reports directly to the EOC Director. Its composition includes the Operations Section Chief, who is the “lead agency’s” department head (or senior manager designate), and the Coordinators for Emer-

agency Management ESF-1, Logistical Services ESF-7, and Long-Term Recovery and Unmet Needs ESF-9.

Whenever the EOC Director establishes the Operations Section Chief position, the person chosen to perform this role will:

- ◆ as necessary, activate branches for Law Enforcement ESF-2; Public Works ESF-3; Fire, Rescue and EMS ESF-4, Human Services ESF-6; and/or Health, Medical and Mortuary ESF-8;
- ◆ determine the need to request liaison representatives from county, state and/or federal agencies;
- ◆ supervise ESF Branch Coordinators and work with them to:
  - a) establish branch staffing levels and shift schedules;
  - b) analyze “size-up” summary narratives submitted by control centers;
  - c) develop and maintain Operations Section Action Plan;
  - d) coordinate and refer control center requests for help that exceed department capabilities;
  - e) maintain oversight over field activities to resolve duplications of effort or conflicts; and
  - f) ensure information reported by the control centers that requires the attention and/or action of the Mayor is promptly referred to the EOC Director.

Sometimes, in a limited activation, the EOC Director may not find it necessary to install an Operations Section Chief. Should this be the preference, which is elective, the EOC Director would assume the above duties, and any of the Operations Section ESF Coordinators called for EOC duty would become General Staff, reporting directly to the EOC Director.

## Emergency Support Functions

In an EOC activation, ESFs 2, 3, 4, 6, 7 and 8 will, as general duty requirements, coordinate:

- ◆ Requests for emergency assistance that can no longer be managed at department level.
- ◆ Arrangements for state and federal units and assets that are responding to a department request for supplemental assistance. This can include reception, staging, operational integration, billeting and feeding, re-supply, warehousing, equipment installations, transport, material distribution, and demobilization.
- ◆ Requests for “emergency powers”, that can be granted only by the Mayor.
- ◆ Implementation of “emergency powers” exercised by the Mayor.
- ◆ Requests for public warning and advisories.
- ◆ Department compiled damage and capability reports and authenticated emergency expenditure logs.
- ◆ Resolution of field issues that cannot be managed at a lower level.
- ◆ Department “size-up” summary reports.
- ◆ Development and implementation of Section Action Plans.
- ◆ Executive decisions, actions, and instructions with control centers.
- ◆ The return of government services to normal operations.
- ◆ Replacement of expended supplies and commodities.
- ◆ Repair or replacement of damaged equipment, facilities and infrastructure.

ESF primary and support organizations and roles that are ESF specific, are described as follows:

1. *Emergency Management ESF-1:* The Seattle Police Department (SPD) Emergency Management Section is the primary agency, supported by SPD secretarial staff, SPD detectives or patrol officers

assigned to EOC security, Geographical Information System (GIS) technicians from the Seattle Public Utilities, Department of Information Technology (DoIT) service desk and network technicians, and volunteer amateur radio operators from the Seattle Auxiliary Communications Service (ACS) and Amateur Radio Emergency Services (ARES) Medical Services Communications Team. The Emergency Management Director is the ESF Coordinator. Three Emergency Management program managers, two acting as Branch Directors and one as Information Technology Advisor, report to the ESF-1 Coordinator.

- a) The Management and Administration Branch Director is responsible for overseeing the initial EOC call-out; preparing and maintaining the Consolidated EOC Action Plan, Mayor's Status Briefings, and Washington State Situation Report; directing the EOC Communications and Warning Center; processing damage reports by Seattle Disaster Aid and Response Teams (SDARTs), in addition to supporting the Emergency Management Director with EOC administration, the operation of EOC support systems, and EOC security.
- b) The Intergovernmental Contact Branch Director is responsible for making initial intergovernmental notifications, obtaining a state mission number, preparing proclamations and executive orders, contacting Zone Coordination Centers or the King County EOC for regional assistance, referring requests for state assistance, and reviewing the Preliminary Damage Assessment (PDA). At the behest of the Mayor, the Intergovernmental Contact Branch Director will serve as the City's Applicant Agent after a Presidential Disaster Declaration.
- c) The Emergency Management Information Technology Professional B acts in a staff capacity to the Emergency Management Director. This person supervises the EOC assigned GIS technicians in the production of detailed incident maps and orthophotos, oversees the functionality of EOC electronic data systems and the support of these systems by DoIT technicians, and performs "real time" damage modeling.

2. Law Enforcement ESF-2: The SPD is the primary agency. Designated blue/gold shift SPD Captains serve as the ESF Coordinator.

- a) Working closely with the Seattle Police Operations Center (SPOC) Commander, the ESF will support SPD emergency field response that may involve: traffic and crowd control; site security; warning and evacuation; harbor patrol, and small craft water rescue and fire suppression, in addition to units for underwater search, rescue and recovery; special weapons and tactics, hostage negotiation and chemical and less-lethal weapons response; prisoner processing; anti-violence; situational assessment; escort; render-safe and disposal of explosive ordnance, or chemical, biological or radiological dispersal devices; crime scene searches, and evidence collection. It may also involve joint investigations and/or authorized intelligence sharing or operational interface with federal, state and local law enforcement agencies.
- b) Again, working closely with the SPOC Commander, the ESF will support department recovery operations, which may include: criminal investigative activities, decontamination of personnel and equipment, and/or disposal of non-salvageable equipment.

3. Public Works ESF-3: The Seattle Department of Transportation (SDOT) is the primary agency, supported by Seattle Public Utilities (SPU); Seattle City Light (SCL); Department of Planning and Development (DPD); Parks and Recreation Department, Facility Maintenance; Seattle District, US Army Corps of Engineers (USACE); Washington State Department of Transportation (WSDOT), Highway District 1; King County Department of Natural Resources (KCDNR), Wastewater Treatment Division; Puget Sound Energy (PSE), Natural Gas Division; Qwest Telephone and Seattle Steam. The primary ESF Coordinator is the SDOT Traffic Management Systems Director, whose first alternate is a SCL senior Generation Branch Manager and the second alternate is the Branch Director for SPU Engineering Services. Should it be necessary, some or all of two Groups and a DPD Advisor may be added to the ESF-3 organization; each of the group supervisors and the DPD Advisor would report to the ESF-3 Coordinator.

- a) The Transportation and Engineering Group is led by a senior SDOT manager. This group, comprised of senior department/organization managers from SDOT Traffic Management or Street Maintenance and Roadway Structures Divisions, SDOT and SPU Engineering Services Branches,

Parks Facility Maintenance Division, USACE and WSDOT, is responsible for supporting field response involving: debris clearance; roadway and bridge structure inspections, closures and repairs; slope stabilization; cribbing and shoring of damaged structures; emergency demolition; traffic and crowd control barriers; security fencing; fabrication of emergency signage; emergency rerouting of traffic; snow and ice removal; declaration of a snow emergency and use of emergency snow routes; providing flushers for fire protection; inspection and repair of street signals and signs; and giving clearance for the reopening of damaged roadway structures and bridges for emergency vehicles only, or for normal traffic.

- b) The Utilities Group is led by a senior SCL manager. This group, comprised of senior department/organization managers from SPU Field Operations Branch, SCL, KCDNR Wastewater Division, PSE Natural Gas, Qwest and Seattle Steam, is responsible for supporting field response involving: inspection and repair of City utility services, maintaining water pressure for fire protection, providing potable water, warning the public of dam and reservoir emergencies and utility caused hazardous materials releases, solid waste and household hazardous waste collection and disposal, and flood and run off control.
- c) A DPD Division Director serves in a staff capacity to the ESF Coordinator. This person tracks work administered from the DPD Operations Center, and keeps the ESF-3 Coordinator, Operations Section Chief, Director of Communications, ESF-7 Coordinator and Emergency Management Director apprised of:
  - (1) status and results of structural inspections that were initiated to determine the usability of essential City governmental and institutional facilities;
  - (2) locations of other damaged buildings and residences, elevators and fire protection systems for which DPD inspections have been requested;
  - (3) addresses of properties that have been “yellow-tagged”, to include the conditions established for temporary reentry;
  - (4) addresses of properties that have been “red-tagged”, to include basic details regarding those that pose an immediate risk of collapse.

This person will also make sure that:

- (1) lower level interactions for shutting off utility services to damaged properties are coordinated with the Utilities Group and Operations Section Chief;
- (2) lower level interactions for erecting safety barriers around destabilized properties and any related traffic reroutes are coordinated with the Transportation and Engineering Group, Operations Section Chief, Director of Communications, and Emergency Management Director;
- (3) assistance is given in arranging for geo-technical expertise, if requested.
- d) During recovery it will be the responsibility of DPD to work with property owners and hired professional engineers to determine when “yellow- and red-tagged” buildings and dwellings can be reoccupied, and to assure this information is coordinated with: SPD, SFD, SCL, SPU, SDOT, PSE Natural Gas, Department of Neighborhoods, Mayor’s Office of Housing, the Director of Communications, the Emergency Management Director, and the ESF-9 Coordinator.

**4. *Fire, Rescue and EMS ESF-4:*** The SFD is the primary agency. Designated Assistant Chiefs serve as ESF Coordinator. The ESF supports SFD field units, the Fire Alarm Center (FAC) and the Resource Management Center (RMC) to help them acquire outside resources and technical assistance.

- a) During response operations this may include support for suppression of structural fires, marine vessel and related facility fires (Marine Response Team), and chemical and brush fires; fire protection; high angle, confined space and heavy rescues (Technical Rescue Team); hazardous material releases (HAZMAT Team); mass casualty incidents (MCIs); terrorist attacks with nuclear, biological and/or chemical (NBC) weapons (Metropolitan Medical Response System); and Emergency Medical Service (EMS) triage, treatment and transport.

- b) During recovery operations this may include support for fire investigations, decontamination of personnel and equipment, and/or disposal of non-salvageable equipment.

5. Emergency Public Information ESF-5: The Mayor's Office is the primary agency, with the Mayor's Director of Communications being the ESF Coordinator. Drawing on the citywide pool of department Public Information Officers (PIOs) for support, the Director of Communications, in a major emergency or disaster, can call them together to form a PIO Team. Their activities, which will be centrally directed by the ESF Coordinator from the EOC, may involve:

- a) arranging media briefings;
- b) preparing the Mayor for media briefings;
- c) directing interaction with the media at the EOC Media Center and at field sites;
- d) arranging for media access to important news stories;
- e) arranging for public notice of City Council approved Mayoral declarations and executive orders;
- f) preparing media releases;
- g) preparing multi-lingual advisory and informational materials for the public;
- h) countering rumors and inaccurate media reports;
- i) using City communications to keep City employees informed;
- j) controlling the Emergency Alert System (EAS);
- k) using the Public Access Network (PAN) and Seattle Channel as dissemination outlets for news bulletins, updates, or more general emergency public information (EPI);
- l) working closely with the Citizens Service Bureau (CSB), Emergency Resource Center (ERC) and SPU Call Center to ensure that citizen inquiries can be answered with accurate and current information;
- m) coordinating public releases with neighboring jurisdictions and Joint Information Centers (JICs) that may be activated by King County, the state of Washington, FEMA and the FBI.

6. Human Services ESF-6: The Human Services Department (HSD) is the primary agency, supported by the Department of Neighborhoods (DON), Parks and Recreation Department, Seattle Center, Seattle Public Library, Mayor's Office of Housing, Seattle Public Schools, Seattle Housing Authority (SHA), The Salvation Army, The Seattle/King County Chapter of the American Red Cross (ARC), and the SPU Customer Response Division. The ESF Coordinator is the Deputy Director of HSD, with a senior manager from Parks and Recreation serving as the first alternate. Two Group Supervisors, one Unit Leader, and one Liaison official report to the ESF-6 Coordinator.

- a) The Mass Care Group is led by a senior manager from Parks and Recreation. This group, comprised of the senior manager from Parks and Recreation and senior managers from the Seattle Public Library, SHA, Office of Housing, Seattle Public Schools, The Salvation Army, and ARC, is responsible for coordinating the reception and care of persons displaced by the effects of a major emergency or disaster that would have no alternative shelter. This may further include arrangements for the care of persons with disabilities, childcare, recreational services, and liaison with local veterinarians for the temporary boarding of household pets.

For the latter, the ESF-6 Coordinator will confer with the ESF-7 Coordinator to engage (through the Logistics Operations Center) the services of the Finance Department's Animal Control Section of the Revenue and Consumer Affairs Branch.

- b) The Volunteer Agencies (VOLAGs) Group is led by a senior manager from the DON. This group, comprised of the senior manager from DON and senior managers from The Salvation Army and ARC, is responsible for coordinating with VOLAGs in Seattle to provide victims of a major emergency or disaster with needed humanitarian aid, services and assistance.



- c) The Mass Feeding Unit is led by a senior manager from Seattle Center. This unit, comprised of the senior Seattle Center manager and senior managers from the Seattle Public Schools, The Salvation Army and ARC, is responsible for coordinating mass feeding at city operated mass care centers.
- d) The SPU Customer Response Liaison is administered by a senior SPU Customer Response Division manager, who in a large power outage is responsible for coordinating with the SPU Call Center to provide the ESF with the names and locations of people on life support systems that may require special needs assistance from the City.

7. *Logistical Services ESF-7:* The Fleets and Facilities Department is the primary agency, supported by the Department of Information Technology (DoIT), Department of Executive Administration (DEA), Department of Finance, Personnel Department, Seattle School District, the Port of Seattle, King County Department of Transportation (KCDOT) Transit Division, WSDOT, and Burlington Northern Railroad. The Fleets Administrator serves as the ESF Coordinator. The ESF-7 Coordinator interacts with five Unit Leaders.

- a) The Resource Support Unit is administered through the Logistics Operations Center. Under the direction of the Contracting Services Division Director, this unit negotiates with the private sector to arrange for the procurement of goods, commodities and services that are urgently needed to deal with a major emergency or disaster, and that cannot otherwise be obtained by means available to the requesting department. The unit also assists departments find emergency replacements for office equipment and furnishings from Warehousing Services and provides assistance in locating temporary space to store donated goods.

When a search by this unit proves unsuccessful, the requirement will be referred by the ESF Coordinator to the ESF-1 Coordinator.

- b) The Telecommunication Support Unit is administered by a senior manager in the DoIT Communications Branch. This two person unit, represented by a Communications Branch senior manager and a Radio Shop technical manager, is primarily responsible for interacting with DoIT and Network Control Center (NCC) managers at the Logistics Operations Center to:

- (1) analyze the extent and impact of interruptions that occur to and/or affect City wireless and telecommunications networks and systems;
- (2) coordinate the repair and restoration of interrupted networks and systems consistent with Utilities and Transportation Commission (UTC) and City priorities, and
- (3) control and alleviate the occurrence of congestion over Seattle Sub-Region 800 Mhz radio channels by use of X-terminals at the EOC and Radio Shop primarily, and the Seattle Police Communications and Fire Alarm Centers secondarily.

- c) The Transportation Support Unit is administered by a senior Fleets Division manager. This unit, comprised of a senior Fleets manager and senior managers from the Seattle Public Schools Transportation Division, the Port of Seattle Marine Division, KCDOT Transit Division, the WSDOT Marine Division and Burlington Northern Railroad, is responsible for helping departments get transportation and heavy equipment assets to support emergency operations. This unit also monitors and oversees emergency work done at Fleets maintenance facilities at Charles St and Haller Lake to service and repair vehicles and heavy equipment, and to provide fuel for vehicles, heavy equipment and emergency generators.

Whenever an urgent request exists, that cannot be filled after reasonable attempts have been made to locate a local source of supply, the requirement will be referred by the ESF Coordinator to the ESF-1 Coordinator.

- d) The Facilities Support Unit is administered through the Logistics Operations Center. Under the direction of the Facilities Division Director, this unit is responsible for: determining the usability of City facilities; coordinating with the DPD Operations Center for structural inspections of City owned and leased buildings; coordinating emergency non-structural and structural repairs of City owned



and leased space; facilitating arrangements for staging and holding areas and provisional helicopter landing sites; managing the utilization of designated emergency back-up facilities; and helping departments reestablish evacuated work locations.

- e) The Personnel Support Unit is administered through the Logistics Operations Center. Under the direction of the City Personnel Director, this unit is responsible for finding Temporary Employment Service (TES) employees for departments, making industrial hygienists available upon request, registering emergent volunteers, and processing “emergency worker” claims.

8. Health, Medical and Mortuary ESF-8: Public Health – Seattle and King County is the primary agency, supported by the Washington State Hospital Association, Medical Exchange Northwest, and Amateur Radio Emergency Services (ARES) Medical Services Team. Under the lead of the ESF Coordinator, who is a senior manager from the Public Health Director’s Office, the ESF in close collaboration with the Health Department EOC coordinates City requirements for:

- a) Emergency utilization of hospitals, clinics, health care centers and critical care facilities; disease prevention and control; environmental and health inspections; laboratory analysis of epidemiological specimens and hazardous substances; medical examiner investigations, temporary morgue facilities, identification and disposition of deceased; and the recording of vital statistics.
- b) Specialized support and services from local mental health professionals, pharmaceutical suppliers, Puget Sound Blood Center, and Poison Control Center.
- c) Emergency aid and assistance to Public Health and/or local hospitals, clinics, health care centers and critical care facilities.
- d) Public health warnings and advisories for release by the Public Health Director and the Mayor’s Director of Communications.
- e) Supplemental health and medical assistance from the state and federal governments by referring specific Public Health Director requests through the ESF-1 Coordinator.

9. Long-Term Recovery and Unmet Needs ESF-9: While ESF-9 is still in the formative stages, Section 10.02.080 of the SMC points to the Finance Department as the primary agency. Because there are complex and multiple requirements involved in effecting a successful recovery, a varied array of expertise and capabilities will be needed. Those organizations that are best suited to lend such support are: Law Department, DPD, Fleets and Facilities Department, DEA, Personnel Department, DoIT, all City Department Finance Officers, Office of Economic Development (OED), Office of Policy and Management, Office of Sustainability and Environment, Office of Housing, DON, Parks and Recreation Department, SPU, SDOT, SCL, Emergency Management Section, Public Health – Seattle and King County, Port of Seattle, Seattle Public Schools (SPS), University of Washington (UW), Seattle Housing Authority (SHA) and Seattle Community Colleges.

Further, it must be recognized that recovery is a long-term process — *which will necessitate participation, by different organizations at different times*. The mission, however, is straightforward. It is to achieve an orderly restoration and normalization of all sectors in the City (public and private) that sustained serious damage, either physical or economic. Within available resources and authority, it is also to stem the prolongation of human hardship, with special emphasis on those who lack the essential means to help themselves. In order to accomplish the foregoing, the following organizational and division of labor arrangements are recommended:

- a) An Individual Assistance Unit, which is led by a senior manager from OED. Support would be provided by senior managers from the Law Department, Parks and Recreation Department, DON and Office of Housing. With the help of the Director of Communications to inform the public, this unit uses the Community Centers and the ERC to collect the street address locations and amounts of uninsured property and economic losses suffered by individuals and businesses. As this information is assembled, it is recorded in the Damage to the Private Sector Report (EMD Form 140) and submitted to the Impact Analysis Unit leader for inclusion in the Preliminary Damage Assessment (PDA). Should the cause of personal injury or damage to private property be related to the failure of

City infrastructure or property, or result from the actions of City response personnel, DEA Claims Officers will intercede to represent the City. They will determine if it would be appropriate to supply affected citizens with claim forms, instructions and follow-up contact numbers.

- b) A Public Assistance Unit, which is led by a senior manager from Finance Department. Support would be provided by senior managers from the DEA, Fleets and Facilities Department, Parks and Recreation Department, Department Finance Officers, SPS, UW, Seattle Community Colleges, SHA and representatives from eligible non-profit organizations. Reporting for their respective organizations, members of this unit will use the Preliminary Damage Assessment Worksheet (EMD Form 129) to record a summary description and estimated costs for emergency work (Categories A-B) that were necessary to save lives and protect property, and permanent work (Categories C-G) needed to repair or rebuild damaged infrastructure and property. As this information is collected, it will be submitted to the Impact Analysis Unit leader for inclusion in the PDA.
- c) A Fiscal Unit, which is led by a senior manager from the Finance Department. Support would be provided by senior managers from the CBO, DEA, and Department Finance Officers. This unit compiles a consolidated record of all department emergency expenditures for goods, services, equipment, and overtime.
  - (1) To comply with Section 10.02.080 of the Seattle Municipal Code, the Finance Department Director will oversee the review of all purchases and expenditures for potential reimbursement under appropriate state and federal disaster assistance programs, or other state and federal grant funds. The Finance Department Director is also responsible for reviewing all services received under mutual aid, by certifying receipt and the amount of any payment due.
  - (2) Sections 10.02.070D and E of the Seattle Municipal Code, require each department head to review, verify and authenticate all emergency purchase orders issued by his/her department; and to provide a summary accounting to the Finance Department Director.
- d) An Impact Analysis Unit, which is led by a senior manager from the Office of Policy and Management. Support would be provided by the Chief Technology Officer (CTO) and senior managers from Finance Department and CBO, OED, and Emergency Management Section. This unit prepares the City's PDA by consolidating information synthesized by the Individual Assistance, Public Assistance, and Fiscal Units into the PDA Summary (EMD Form 130) and Damage to Private Sector Report (EMD Form 140). Additionally, a companion narrative for Supplemental Justification for Presidential Declaration Request or Request for Federal Assistance Without a Presidential Declaration will be completed, by using pertinent City maintained records and data bases. Either of these latter narratives are intended to give a synopsis forecast of the detrimental effects, both short and long-term, that denial or partial denial of requested federal assistance will have on people, social and economic stability, infrastructure, revenue streams, government services, growth management, and the environment.
- e) A Long-Term Recovery and Redevelopment Planning Unit, which is chaired by the ESF-9 Coordinator. Unit representation may come from different departments and organizations at different times, depending on the community's condition and state of affairs in the wake of a disaster. (The Nisqually Earthquake Interdepartmental Recovery Team, which serves as the City's coordinating body for dealing with the repercussions caused by the recent 6.8 magnitude temblor on February 28, 2001, could be used as a prototypical model). Those that may be called on to participate could include the Director of Communications, the CTO, and senior managers from: Office of Policy and Management, Office of Sustainability and Environment, OED, Office of Housing, Law Department, Emergency Management Section, DPD, Fleets and Facilities Department, Finance Department, DEA, all City Department Finance Officers, DON, Parks and Recreation Department, SPU, SDOT, SCL, Public Health – Seattle and King County, Port of Seattle, Seattle Public Schools (SPS), SHA, University of Washington (UW), Seattle Community Colleges, and other participants invited by the Chair. This unit will develop and implement the City's Disaster Recovery Plan, the primary aims of which are to move all sectors of the City toward full normalization and to alleviate lingering hardships

and pressing needs that could not be adequately addressed by other forms of disaster relief. The checklist in Tab B may be used to guide the City's efforts in organizing the Disaster Recovery Plan.

- f) A Disaster Recovery Center (DRC) Unit, which is led by a senior manager from OED. Support would be provided by the Director of Communications and senior managers from the Fleets and Facilities Department, DON, and Seattle Community Colleges. Based on action initiatives established in the Disaster Recovery Plan, this unit may use an Inter-local Cooperation Agreement with the Seattle Community Colleges to activate DRCs at campus sites. These centers offer citizens accessible venues where they can apply for all forms of disaster relief assistance that can be made available through the federal, county and city governments, in addition to participating VOLAGs.

The chart in Figure 31 shows the primary and support relationships of City departments and support organizations by ESF.

#### Citywide Flow of Emergency Communications

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The diagram in Figure 32 outlines how communications in a major emergency will be routed and circulated citywide. The communications paths shown will be used for all modes of communications to include telephone, cellular, radio, electronic, and messenger.

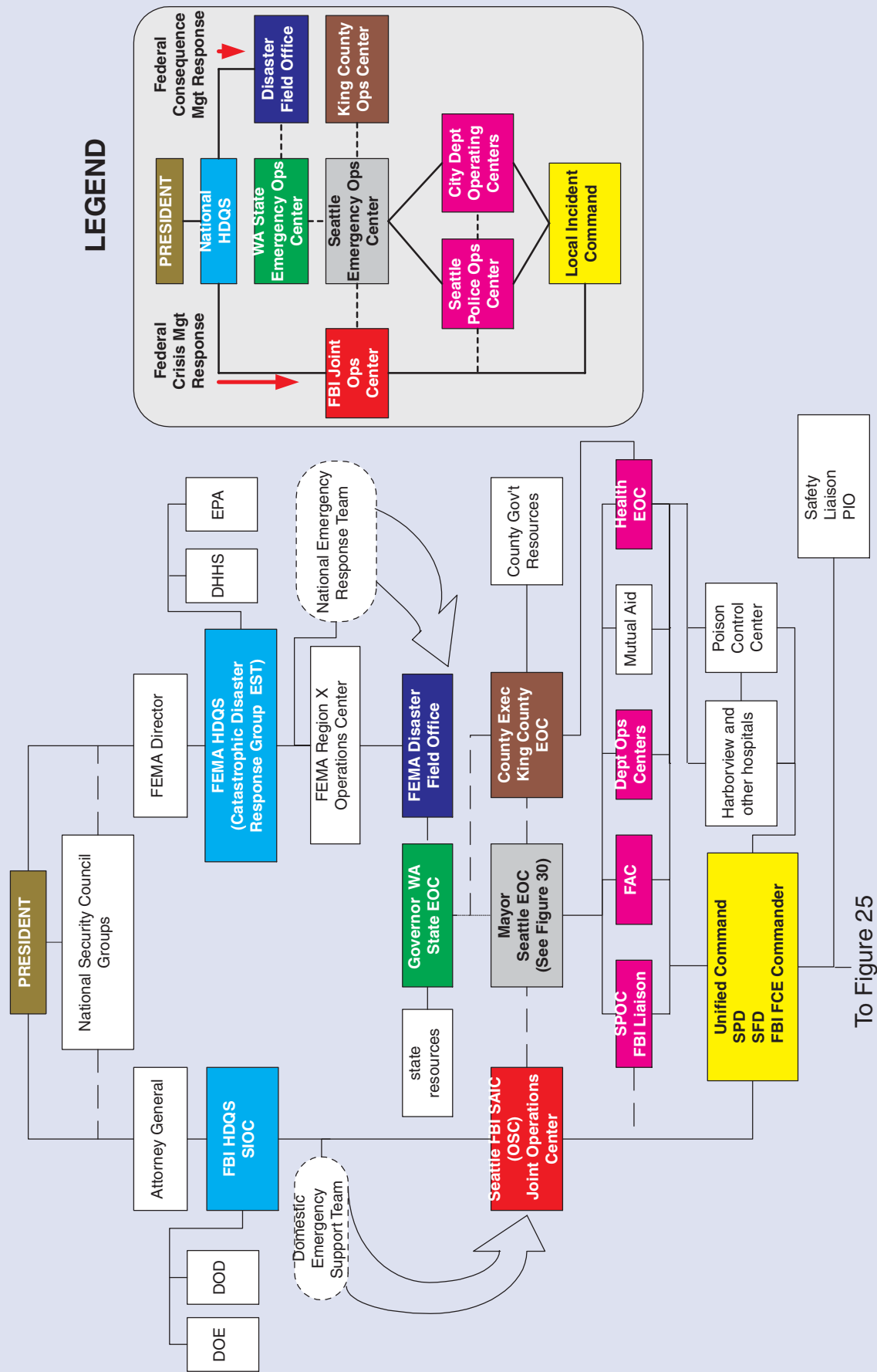
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Figure 23. Federal Response Plan Diagram

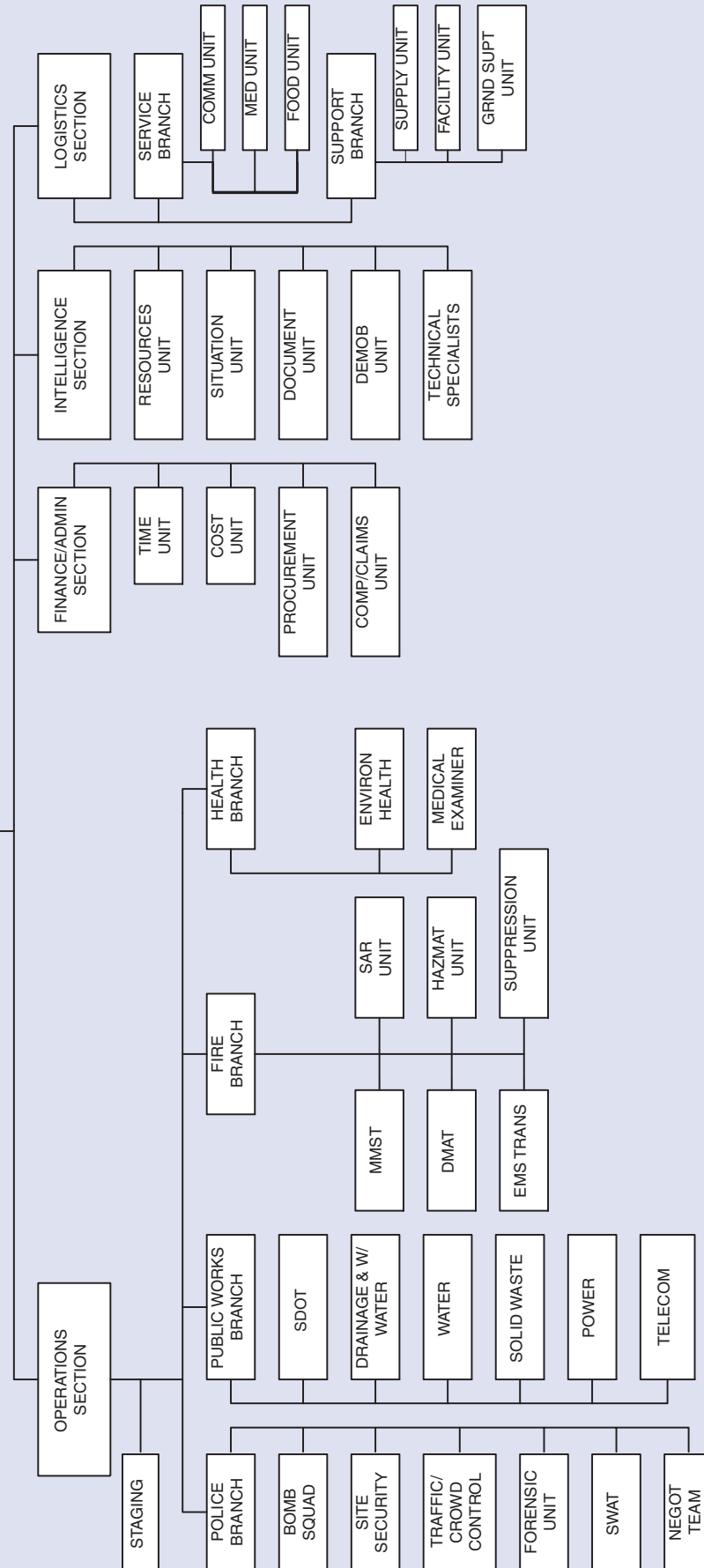


Figure 24. Weapons of Mass Destruction Organization – Federal, State & Local Unified Command Levels





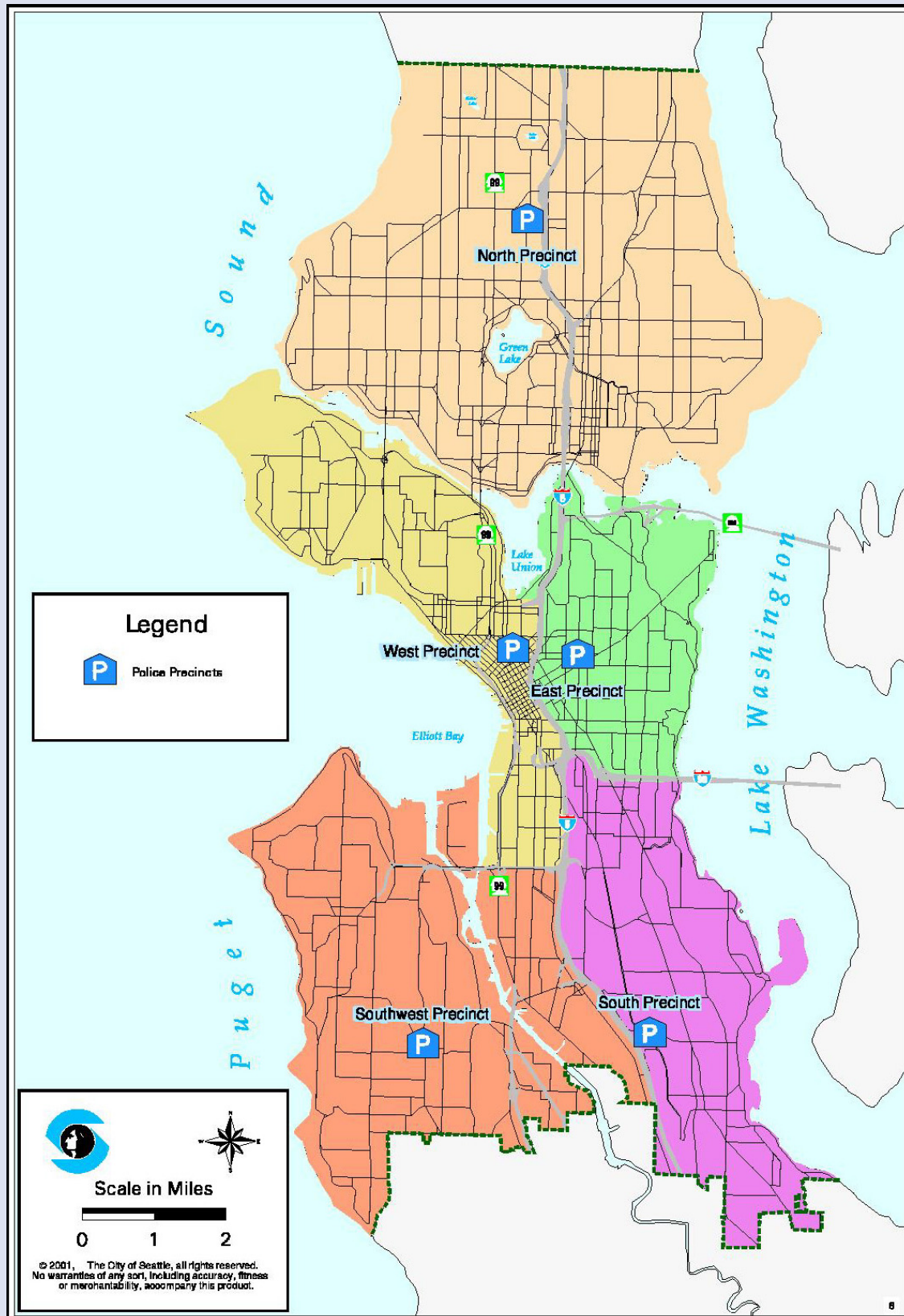
From Figure 24



**Figure 26. Lead Agency Responsibility**

HAZARD	LEAD AGENCY	LEGAL AUTHORITY ASSIGNING RESPONSIBILITY
Major Fire	Seattle Fire Department	Seattle City Charter, Article X; SMC 3.16
HAZMAT		SMC 3.16.200
Air Crash		Seattle City Charter, Article X; SMC 3.16
Flood		Section 22, Ordinance 119125
Structural Collapse		Section 22, Ordinance 119125
Earthquake		Section 22, Ordinance 119125
Civil Disorder	Seattle Police Department	Seattle City Charter, Article VI
Bomb Threat		Seattle City Charter, Article VI
Terrorism		Seattle City Charter, Article VI
Snow, Ice, Hail Storm	Seattle Transportation Department	SMC 3.12.030C
Wind Storm		SMC 3.12.030C
Volcanic Eruption		SMC 3.12.030C
Slide, Subsidence	Seattle Public Utilities	SMC 10.06.010
Water Contamination		RCW 43.20.050
Dam Break		Landsburg Dam – WAC 173-175-530 Lk Youngs Dams – WAC 173-175-790 South Fork Tolt Dam – WAC 173-175-790
Dam Break	Seattle City Light	Skagit River, Cedar River & Boundary Dams  WAC 173-175-790
Power Failure		SMC 3.08.030A
Epidemic	Seattle/King County Health Department	Seattle City Charter, Article IX
War		Not Established

Figure 27. Police Precincts



**Figure 28. Command and Control Centers****CONCEPT OF OPERATIONS**

DEPARTMENT	DESIGNATION	HOURS
Fire	Fire Alarm Center (FAC)	Full Time, 24 hour, 7 days per week, including holidays
Police	Communications Center	
SDOT	Charles Street	
SPU	Operations Control Center (OCC)	
City Light	System Control Center (SCC)	
King County Department of Transportation	Transit Control Center	
King County Department of Natural Resources	Renton Main Control Center	
King County Department of Natural Resources	West Point Main Control Center	
Puget Sound Energy	Operations Dispatch	
Qwest	Area Emergency Operations Center	
US Coast Guard, District 13	Coast Guard Command Center	
Washington Department of Transportation	Traffic Systems Management Center (TSMC)	
Police	Seattle Police Operations Center (SPOC)	
NORMAL WORK DAY AND/OR EMERGENCY ONLY OPERATIONS		
Fire	Resource Management Center (RMC)	
Police	Seattle Police Operations Center (SPOC)	During emergen- cies, these Building Centers will be activated and staffed as called for in dept./agency contingency plans.
SDOT	Haller Lake	
SPU	Customer Service Center	
Neighborhoods	Citizens Service Bureau	
Department of Planning and Development	DPD Operations Center	
Human Services	Human Services Department Operations Center	
Seattle Housing Authority	SHA Operations Center	
Parks	DPR EOCC	
Parks	Executive Assistant's Office	
Fleets & Facilities Department,	Logistics Operations Center	
DoIT, Finance Department,		
Personnel Department		
Health	EOC	
Seattle Steam	Command Center	
Red Cross	Job Headquarters	
US Army Corps of Engineers	EOC	
continued on following page.		

*continued on following page.*

**Figure 28. Command and Control Centers – continued**

## CONCEPT OF OPERATIONS

SUPPORT CENTERS	DESIGNATION	HOURS
City Light	Trouble Center	Activated for major emergencies only
SPU	Call Center	
SPU	Emergency Response Center (ERC)	

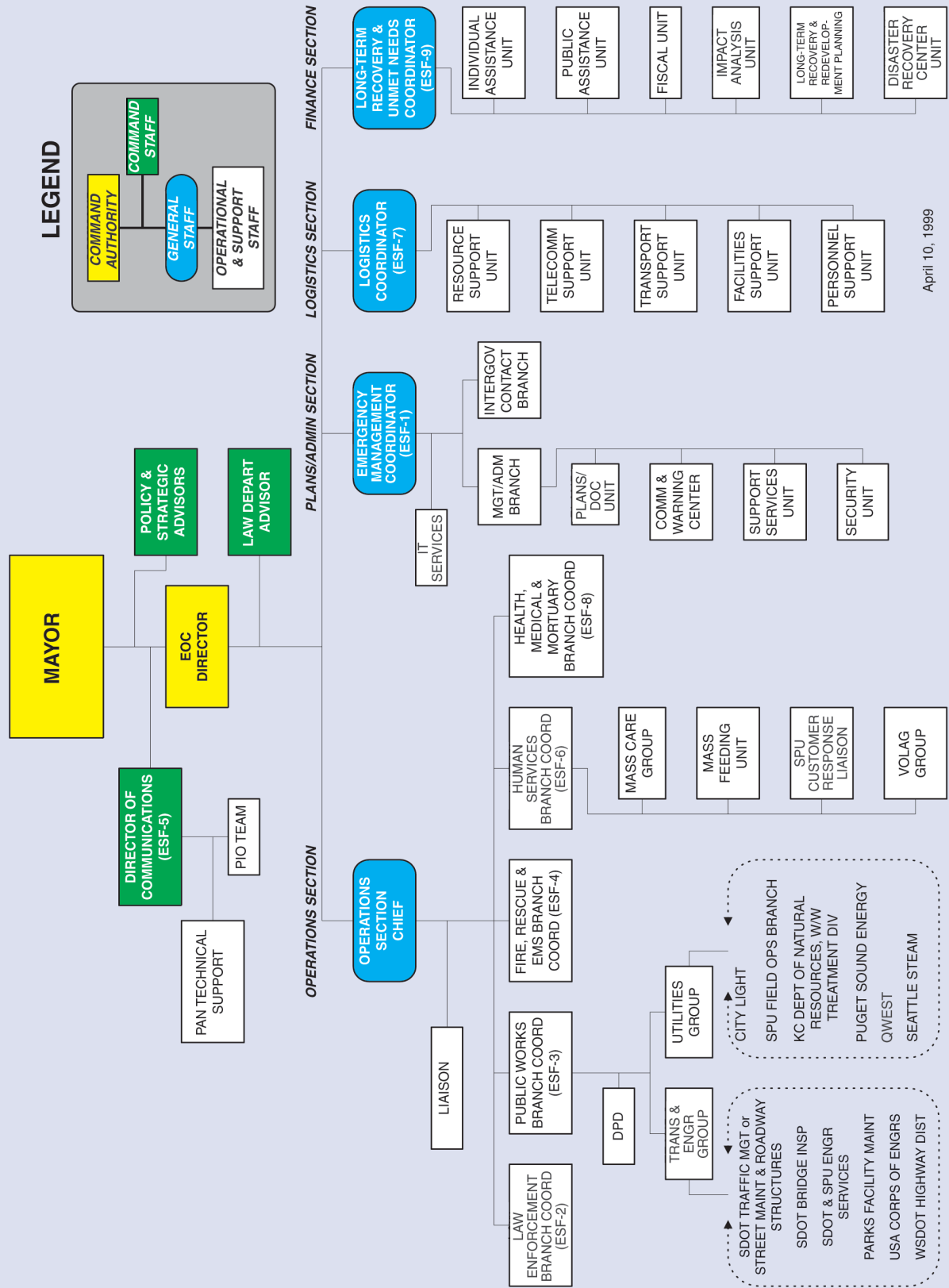


**Figure 29. Alert Phases of EOC Readiness**

**CONCEPT OF OPERATIONS**

ALERT PHASES	EMERGENCY MANAGEMENT INCREASED READINESS (PHASE I)	INTER-DEPARTMENT COORDINATION & INCREASED READINESS (PHASE II)	EOC MAJOR ACTIVATION (PHASE III)
TRIGGER	Emergency Management Director is made aware of an emerging situation that has the potential for gradual escalation, and requires monitoring.	Situation originates at, or intensifies to, a stage where the cross-service interaction of two or more City departments/outside support organizations would be aided by direct contact of their representatives in the EOC.	Proportions and/or demands of situation are of such initial magnitude, or have heightened to such a stage, that a Proclamation of "Civil Emergency" is required.
AUTHORITY TO IMPLEMENT ALERT PHASES	Emergency Management Director	Mayor, any Department Head with incident responsibility (or designee), or EOC Director.	Mayor (or Legal Successor), or EOC Director.
EOC RESPONDERS	Emergency Management Staff Duty Officer (SDO) and/or other Emergency Management staff.	EOC Director, operational/technical level representatives from affected departments/outside support organizations, Emergency Management staff, and PIO if appropriate.	Mayor, Selected Advisors, EOC Director, PIO Team, Department Heads (or designees) from all required departments, representatives from all required support organizations, and EOC Support Staff.
NOTIFICATIONS	Mayor, EOC Director, and appropriate Department Heads.	Mayor, Chief of Police, and King County & State Emergency Management DOs.	King County and State Emergency Management DOs.

Figure 30. Emergency Operations Center Organization



**Figure 31. Departments and Support Organizations by ESF****CONCEPT OF OPERATIONS**

Departments	Emergency Mgmt. ESF 1	Law Enforcement ESF 2	Public Works ESF 3	Fire, Rescue & EMS ESF 4	Public Information ESF 5	Human Services ESF 6	Logistical Services ESF 7	Health, Medical & Mortuary ESF 8	Long-Term Recovery & Unmet Needs ESF 9
Dept. of Planning and Development			P		S				S
Dept. of Executive Administration		S	S	S		S	S	S	S
Dept. of Information Technology	S	S	S	S	S	S	S		S
Dept. of Neighborhoods					S	S			S
Executive Department					P	S			S
Finance Dept.					S	S	S		P
Fleets and Facilities Dept.		S	S	S			P		S
Human Services Dept.					S	P			S
Law Dept.									S
Parks & Recreation Dept.			P		S	S	S		S
Personnel Dept.					S		S		S
Seattle Center					S	S			S
Seattle City Light			P		S				S
Seattle Fire Dept.				P	S				S
Seattle Police Dept.	P	P			S				S
Seattle Public Library					S	S			S
Seattle Public Utilities	S	S	P		S	S			S
Seattle Transportation Dept.			P		S				S
Support Organizations									
ARES - Medical Services Team	S							S	
FBI - Seattle Field Office		S							
Medical Exchange Northwest								S	
King County Dept. of Cmty & Human								S	
King County Dept. of Natural Resources			S				S		
King County Dept. of Transportation							S		
Poison Control Center								S	
Port of Seattle							S		S

P = Primary  
S = Support

## CONCEPT OF OPERATIONS

**Figure 31. Departments and Support Functions by ESF – *continued***

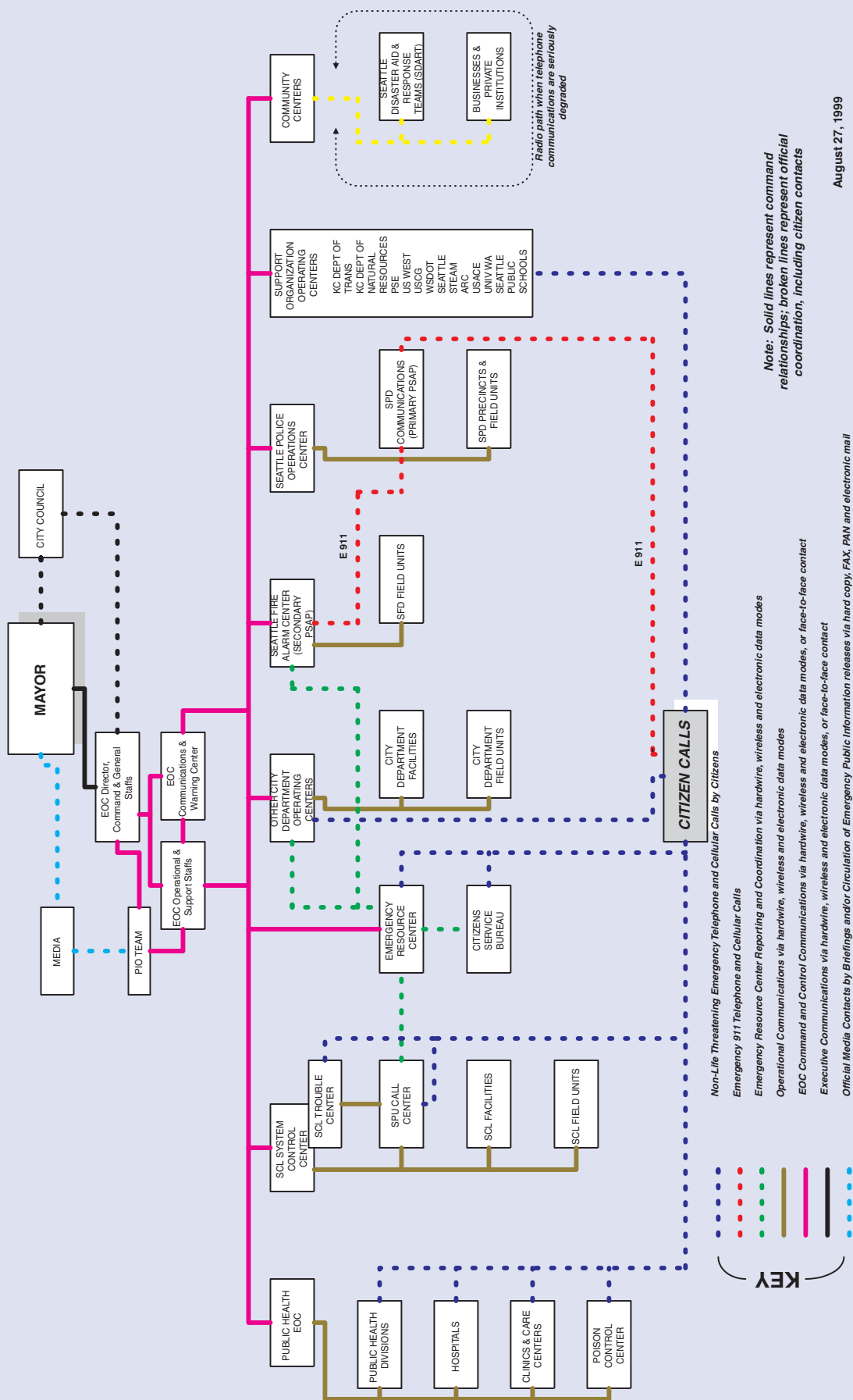
Support Organizations	Emergency Mgmt. ESF 1	Law Enforcement ESF 2	Public Works ESF 3	Fire, Rescue & EMS ESF 4	Public Information ESF 5	Human Services ESF 6	Logistical Services ESF 7	Health, Medical & Mortuary ESF 8	Long-Term Recovery & Unmet Needs ESF 9
Puget Sound Blood Center								S	
Puget Sound Energy			S						
The Salvation Army						S			
Seattle Auxiliary Communications Service	S								
Seattle Community Colleges									S
Seattle Housing Authority						S			
Seattle/K.C. American Red Cross Chapter						S			S
Seattle Public Schools						S	S		S
Seattle Steam			S						
Small Business Administration									S
Washington State Dept. of Transportation			S				S		
University of Washington									S
U.S. Army Corps of Engineers			S						
Qwest			S						
Washington State Hospital Association								S	

P = Primary

S = Support

**Figure 32. Channels of Communication**

# CONCEPT OF OPERATIONS



**Note:** Solid lines represent command relationships; broken lines represent official coordination, including citizen contacts

August 27, 1999



## Common Responsibilities for City Departments and Commissions

1. For Mitigation:
  - a) Perform periodic “hazard hunts” to identify unsafe conditions.
  - b) As quickly as possible remediate safety hazards. For those that can’t be cured immediately, find ways to isolate or lessen risks pending permanent resolution.
  - c) Establish emergency backup locations for all critical functions, to include having necessary arrangements and procedures in place for making an orderly transition.
  - d) Have emergency backup power for all critical systems. Critical electronic data and communication systems should also have uninterruptible power supplies (UPSs), surge-protection, and be connected to “clean” AC power circuits.
  - e) Have critical equipment dispersed.
  - f) Have remote “hot sites” for the City’s Computer Center mainframe, in addition to having alternate “mirrored” server sites and redundant hardwire pathways for critical local and wide area networks.
  - g) Proactively seek grant opportunities for mitigation projects and programs.
  - h) Have provisions in place for safeguarding and backing up vital records, and for regularly updating duplicate copies.
  - i) Ensure there are adequate warning systems and procedures in place to quickly determine threats in City facilities, and to alert occupants.
2. For Preparedness:
  - a) Ensure department emergency preparedness plan is kept current. (See Appendix 4 for a generic outline).
  - b) Provide department employees with Individual and Family Preparedness Training.
  - c) Stock adequate emergency supplies to support employees and visitors. This may be necessary to:
    - (1) Conduct post-earthquake preliminary inspections, evacuations, rescues, CPR and first aid, and to safeguard property.
    - (2) Shelter in-place for a HAZMAT contingency.
    - (3) Temporarily sustain people if it would be unsafe to travel to other locations, e.g. mid-December 1990 “Arctic Express” snow and ice storm.
    - (4) Effect a facility “lock-down” to protect employees, visitors and property from a security threat.
    - (5) Sustain extended emergency operations.
    - (6) Provide lift and carrier devices for the disabled or injured.
  - d) Ensure employees assigned to perform specialized functions (such as floor warden) maintain the proficiency to do so, including necessary certifications.
  - e) Periodically test building warning systems and procedures to assure they remain functional.
  - f) Participate in annual fire drill, which is required for all City high-rise buildings by Article 93 of the Seattle Fire Code.
  - g) Participate in the City’s annual disaster exercise.
  - h) Ensure essential primary and backup personnel are identified and that emergency call-out lists and procedures are kept current.
  - i) Periodically conduct drills to test employee readiness to implement department emergency preparedness plan.

- j) Support appropriate ESF Coordinator in developing and carrying out the ESF portion of the annual Consolidated DMC Work Plan.
  - k) Ensure EOC assigned personnel maintain their proficiency to perform assigned EOC duties.
  - l) Ensure personnel assigned to support ESF-9 (Long-Term Recovery and Unmet Needs) fulfill training requirements established by the ESF-9 Coordinator and help maintain the ESF-9 Annex.
  - m) Department Head will arrange to have the DMC briefed on all emergency management initiatives that would require approval in the budget process.
  - n) Ensure adequate mutual aid and inter-local agreements are in place to support emergency requirements.
  - o) Ensure adequate commercial contracts are in place to support emergency requirements for goods, services and commodities.
3. For Response:
- a) Department Head will ensure EOC assigned personnel remain ready and able to self-report to the EOC for emergency duty in an earthquake or terrorist attack and in all other hazards when notified by the appropriate ESF Coordinator or by Emergency Management staff acting for the EOC Director.
  - b) Department Head will ensure department Public Information Officers (PIOs) remain ready and able to report to the EOC or to designated field locations when notified by the ESF-5 (Emergency Public Information) Coordinator.
  - c) Upon activation, EOC responders will work together within the organizational structure of the EOC to perform roles called for under Concept of Operations.
  - d) Department Head will ensure department is ready to perform all legally assigned emergency duties and is able to reconstitute essential functions or facilities that sustain human losses or material damage.
4. For Recovery:
- a) Department Head will ensure department designated personnel are ready and able to assume ESF-9 responsibilities when requested by the ESF-9 (Long-Term Recovery and Unmet Needs) Coordinator.
  - b) Department Head will provide the Finance Department Director a summary accounting of all authenticated emergency purchase orders.

## Specific Responsibilities for City Departments

1. Executive Department
- a) Mayor is the promulgating authority for this plan.
  - b) Mayor appoints the interdepartmental membership of the Disaster Management Committee (DMC) that additionally includes the Mayor's Chief of Departmental Operations, Senior Policy Advisors and Communications Director.
  - c) As submitted by the DMC Chairman, the Mayor reviews recommendations for improving the readiness and response capabilities of the City, including the annual Consolidated Work Plan of the DMC. It is up to the Mayor to approve, direct modifications be made, or reject such plan.
  - d) Mayor submits accepted funding increments for the City's emergency management program to the City Council for review and approval as part of the budget process.
  - e) Mayor submits accepted grant applications for improving the City's emergency management program to City Council for approval.

- f) Whenever the EOC is activated, the Mayor assumes command as the City's Chief Executive and functions as noted under Concept of Operations. As long as the Mayor is within the City and in voice contact with the EOC Director, the Mayor does not need to be physically present in the EOC to assert executive authority.
  - g) To facilitate clear and timely communications between the Mayor and City Council, the Mayor determines when it is appropriate to implement the Communications Plan for Council-Mayor Emergency Planning and Response. This protocol obliges the Mayor or those delegated by him to:
    - (1) Keep the Legislative Department Administrative Manager, lead staff for the Council President, and the Emergency Management Director advised of the Mayor's schedule, to include those times when the Mayor will be absent from the City or otherwise not in a position to exercise the powers and authority of the Mayor.
    - (2) Arrange for the Council to receive periodic briefings on the planning by City departments to host or support a major event.
    - (3) Keep the Council President or Pro Tem advised of the circumstances surrounding any imminent or emergent situation that would require the activation of the EOC. Such advice will continue to occur should it be necessary to declare a "Civil Emergency", issue executive orders and when possible to terminate the "Civil Emergency".
  - h) Mayor submits all proclamations and related executive orders, including those for exercising "emergency powers" and for ordering the use outside services, equipment, commandeered property, gifts, grants, and loans to the City Council for review and appropriate legislation.
  - i) The Communications Director:
    - (1) Serves as the ESF-5 (Public Information) Coordinator.
    - (2) Oversees maintenance of the ESF-5 Annex.
    - (3) Works with the Public Information Officer (PIO) Team to develop and implement the ESF-5 portion of the Consolidated DMC Work Plan.
    - (4) Whenever necessary in an EOC activation:
      - (a) Takes the lead in deciding how the City government will deliver Emergency Public Information.
      - (b) Centrally directs the efforts of ESF-5 to perform roles outlined in Concept of Operations.
  - j) Whenever requested by the Mayor in an EOC activation, the Deputy Mayor, Chief of Departmental Operations, Senior Policy Advisors and other Executive Department officials may assist the Mayor with:
    - (1) Public policy and strategy.
    - (2) Interactions with the City Council.
    - (3) Interactions with elected officials in other jurisdictions.
  - k) When requested by the ESF-6 (Human Services) Coordinator in an EOC activation, a senior manager from the Office of Housing provides support to the ESF-6 Mass Care Group.
  - l) When requested by the ESF-9 (Long-Term Recovery and Unmet Needs) Coordinator in an EOC activation, the Director of Communications in addition to Directors and designated senior staffers from the Offices of Policy and Management, Sustainability & Environment, Housing, Intergovernmental Relations, and Economic Development provide support to ESF-9.
2. Legislative Department
- a) In the event of incapacitation or absence of the Mayor from the City, the Council President will serve as Acting Mayor. If the Council President cannot assume the role of Acting Mayor, the Council President Pro-Tem is to serve in that position.

- b) Council President or Pro Tem will receive briefings arranged by the Mayor on City planning for scheduled major events and inform other Council members.
  - c) Whenever the City is faced with an imminent or emergent situation that would require the activation of the EOC, the Council President or Pro Tem will convey the details to the other members of the City Council. The Council President or Pro Tem will similarly keep the City Council informed of the requirements to declare a "Civil Emergency", for the Mayor to use an emergency power, and when circumstances permit the termination of the "Civil Emergency".
  - d) Council acts on all proclamations and executive orders issued by the Mayor.
  - e) Council reviews emergency expenditures, and makes the decision on authorization of payment.
  - f) Council determines the funding source for authorized emergency expenditures.
  - g) Council acts on all substantive revisions to the Basic Plan that are submitted for review and approval by the Mayor.
  - h) Council reviews budget increments submitted by the Mayor for improving the City's emergency management capability, and makes the decision on acceptance and source of funding.
  - i) Council reviews all grant requests for the City's emergency management program, and makes the decision on authorizing their submission. If funds or in-kind support are subsequently awarded, the Council makes the decision on acceptance.
3. Department of Planning and Development (DPD)
- a) On request and consistent with department capabilities and workload, provides assistance in making instructors available for Applied Technology Council (ATC) - 20 training on rapid screening techniques for recognizing post-earthquake structural damage.
  - b) Continues support for Seattle's "Project Impact", by offering a streamlined permit processing and inspection service for citizens who want to structurally strengthen their homes and businesses to make them more earthquake resistant. Also, develops standards in partnership with professional associations to be incorporated into the University of Washington's contractor training curriculum for home retrofit.
  - c) Working under the direction of the ESF-3 Coordinator, EOC assigned managers and other DPD professional staff maintain the DPD Appendix to the ESF-3 Annex.
  - d) When requested by the ESF-3 Coordinator in an EOC activation, a designated senior manager reports to the EOC to ensure there is a coordinated citywide effort in performing building and geotechnical inspections and related safety actions.
4. Department of Executive Administration (DEA)
- a) As requested, Contracting and Purchasing Services Divisions provide departments support in making pre-arrangements to acquire commercial goods, services and commodities in an emergency.
  - b) Designated senior managers from the Contracting and Purchasing Services Divisions assist the ESF-7 Coordinator by maintaining the Resource Management Appendix of the ESF-7 Annex.
  - c) Senior managers from the Contracting and Purchasing Services Divisions will report to the Logistics Operations Center (LOC) whenever called for duty by the LOC Director.
  - d) If and when requested by the ESF-6 (Human Services) Coordinator, the ESF-7 Coordinator arranges through the LOC Director for Animal Control, with the help of local veterinarians, to provide assistance in locating temporary kennel space for household pets belonging to shelterees.
  - e) As necessary, Consumer Affairs will be available to investigate disaster-related complaints of unscrupulous business practices, e.g. price gouging, hoarding, profiteering, etc.
  - f) When requested by the ESF-9 Coordinator or other official City authority because of an incident that may involve City liability for personal injury or damage to private property, designated Claims Officers respond on-site to represent the City's legal interests.

5. Department of Information Technology (DoIT)

- a) The Chief Technology Officer (CTO) and senior managers assigned by the CTO work with the ESF-7 (Logistical Services) Coordinator to maintain the readiness of the ESF and to help maintain the Telecom Appendix for the ESF-7 Annex.
- b) When requested by the ESF-7 Coordinator, Communications Branch managers respond to the EOC to coordinate roles described in Concept of Operations.
- c) When requested by the Director of Communications in an EOC activation, designated staff from the PAN Project Team report to the EOC to operate the PAN work station in support of ESF-5.
- d) When requested by the ESF-1 (Emergency Management) Coordinator, designated service desk and network technicians will report to the EOC to support the ESF-1 Information Technology Advisor.
- e) If and when requested by the Director of Communications, the ESF-7 Coordinator arranges through the Logistics Operations Center Director for:
  - (1) Seattle Channel Video Services to provide video taping and TV broadcasting support.
  - (2) The Network Control Center (NCC) to make citywide voice and E-mail broadcasts to City employees.

6. Department of Neighborhoods (DON)

- a) The Director and senior managers assigned by the Director work with the ESF-6 (Human Services) Coordinator to maintain the readiness of the ESF and to maintain the Volunteer Agencies (VOLAG) Appendix of the ESF-6 Annex.
- b) When requested by the ESF-6 Coordinator because of an EOC activation, the Director or designated senior manager reports to the EOC to perform roles described in Concept of Operations.
- c) The Citizens Service Bureau supports the ESF-5 Coordinator and the PIO Team in any major incident or event, and works with the Emergency Resource Center when it is activated to ensure that citizen calls are being answered with consistent City messages.

7. Finance Department

- a) A senior manager from the City Budget Office serves as the primary ESF-9 (Long-Term Recovery and Unmet Needs) Coordinator and, by appointment of the Mayor, is a permanent member of the DMC.
- b) The ESF-9 Coordinator:
  - (1) Oversees the organizational readiness of ESF-9.
  - (2) Ensures the ESF-9 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
  - (3) Oversees maintenance of the ESF-9 Annex.
- c) When requested by the EOC Director because of an EOC activation, the ESF-9 Coordinator or designated first alternate reports to the EOC to lead ESF-9 in roles described in Concept of Operations.
- d) The ESF-9 Coordinator oversees the development and implementation of the City's Disaster Recovery Plan.
- e) Senior managers designated by the Finance Director will work with the ESF-7 Coordinator to maintain the ESF-7 Annex and the readiness of ESF-7.

8. Fleets and Facilities Department

- a) The Fleets Administrator serves as the primary ESF-7 (Logistical Services) Coordinator and, by appointment of the Mayor, is a permanent member of the DMC.



- b) The Fleets Administrator:
  - (1) Oversees the organizational readiness of ESF-7.
  - (2) Ensures the ESF-7 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
  - (3) Oversees maintenance of the ESF-7 Annex.
- c) When requested by the EOC Director because of an EOC activation, the Fleets Administrator or designated first alternate reports to the EOC to lead ESF-7 in roles described in Concept of Operations.
- 9. Human Services Department (HSD)
  - a) The HSD Deputy Director serves as the primary ESF-6 (Human Services) Coordinator and, by appointment of the Mayor, is a permanent member of the DMC.
  - b) The HSD Deputy Director:
    - (1) Oversees the organizational readiness of ESF-6.
    - (2) Ensures the ESF-6 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
    - (3) Oversees maintenance of the ESF-6 Annex.
  - c) In an event that displaces no less than 20 people from their homes that have no alternative refuge or upon activation of the Winter Response Plan for Homeless, the ESF-6 Coordinator is to be available to help establish needed mass care and feeding facilities. Such a requirement, which could develop as a result of an apartment fire, power outage or freezing temperatures as examples, may precede the activation of the EOC or be resolved without an EOC activation. In many instances, but not always, the request is referred to the ESF-6 Coordinator by the Emergency Management Director, or at the direction of the Emergency Management Director by the Emergency Management Staff Duty Officer.
  - d) When requested by the EOC Director because of an EOC activation, the HSD Deputy Director or designated first alternate reports to the EOC to lead ESF-6 in roles described in Concept of Operations.
- 10. Law Department
  - a) When requested by the EOC Director because of an EOC activation, a designated Civil or Criminal Division attorney reports to the EOC to provide legal advice. Such attorney:
    - (1) Supervises the drafting of all proclamations and executive orders.
    - (2) Reviews all actions contemplated in the Consolidated EOC Action Plan — *to limit exposure from potential litigious civil action and claims.*
    - (3) Assists the EOC Director in briefing the Mayor on legal issues.
    - (4) Assists the Mayor in briefing the City Council on legal issues.
- 11. Municipal Court maintains court dockets as much as feasible and reconstitutes interrupted services as conditions and resources permit.
- 12. Parks and Recreation Department (DPR)
  - a) The Superintendent and senior managers assigned by the Superintendent work with the ESF-3 (Public Works) and the ESF-6 (Human Services) Coordinators to maintain the readiness of both ESFs by:
    - (1) Providing help to keep the Transportation and Engineering Appendix of the ESF-3 Annex current.
    - (2) Maintaining the Mass Care Appendix of the ESF-6 Annex.

- b) When requested by either or both Coordinators for ESFs-3 and 6 in an EOC activation, the Superintendent and/or designated senior managers report to the EOC to:
  - (1) Perform responsibilities described in Concept of Operations.
  - (2) Coordinate DPR Facility Maintenance assistance to the ESF-3 Transportation and Engineering Group.
  - (3) Supervise the ESF-6 Mass Care Group.
- c) When requested by the ESF-7 (Logistical Services) Coordinator, Facility Maintenance, within means and capabilities that are available, provides the Facilities Division assistance with emergency repairs to City facilities.

**13. Personnel Department**

- a) Senior managers designated by the City Personnel Director will work with the ESF-7 Coordinator to maintain the ESF-7 Annex and the readiness of ESF-7.
- b) As stated in Section 10.02.090 of the Seattle Municipal Code: "The Personnel Department with the cooperation of City departments shall be responsible for the registration of City employees and volunteers as civil defense or emergency services workers pursuant to RCW Chapter 38.52 and shall formulate and recommend a plan and program for compensation and reimbursement of persons so registered". In regard to the latter, specific guidance given in Chapter 118-04 of the Washington Administrative Code (WAC) for the Emergency Worker Program will be followed.

**14. Public Health – Seattle and King County**

- a) The Public Health – Seattle and King County Community Health Services Director serves as the primary ESF-8 (Health, Medical and Mortuary) Coordinator and, by appointment of the Mayor, is a permanent member of the DMC.
- b) The ESF-8 Coordinator:
  - (1) Oversees the organizational readiness of ESF-8.
  - (2) Ensures the ESF-8 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
  - (3) Oversees maintenance of the ESF-8 Annex.
- c) When requested by the EOC Director because of an EOC activation, the ESF-8 Coordinator or designated first alternate reports to the EOC to lead ESF-8 in roles described in Concept of Operations.

**15. Seattle Center**

- a) The Director and senior managers assigned by the Director work with the ESF-6 Coordinator to maintain the readiness of the ESF, and to maintain the Mass Feeding Appendix of the ESF-6 Annex.
- b) When requested by the ESF-6 Coordinator because of an EOC activation, the Director or a designated senior manager reports to the EOC to perform roles described in Concept of Operations.

**16. Seattle City Light (SCL)**

- a) The Superintendent and senior managers assigned by the Superintendent work with the ESF-3 Coordinator to maintain the readiness of the ESF and help keep the Utilities Group Appendix of the ESF-3 Annex current.
- b) When requested by the ESF-3 Coordinator because of an EOC activation, a Superintendent designated senior manager reports to the EOC to lead the ESF-3 Utilities Group and to perform roles described in Concept of Operations.

**17. Seattle Fire Department (SFD)**

- a) Is responsible for managing, supporting, and fully complying with Local Emergency Planning District requirements mandated in Sections 301-304, and 311-313 of Public Law 99-499, Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning and Community Right-to-Know Act (EPCRA). Further guidance is contained in WAC Chapter 118-40.
- b) Designated Assistant Chiefs serve as the ESF-4 (Fire, Rescue and EMS) Coordinator. By appointment of the Mayor, the designated Primary Coordinator is a permanent member of the DMC.
- c) The ESF-4 Coordinator:
  - (1) Oversees the organizational readiness of ESF-4.
  - (2) Ensures the ESF-4 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
  - (3) Oversees maintenance of the ESF-4 Annex.
- d) When requested by the EOC Director because of an EOC activation, the ESF-4 Coordinator or designated first alternate reports to the EOC to lead ESF-4 in roles described in Concept of Operations.

## 18. Seattle Police Department (SPD)

- a) The Emergency Preparedness Bureau Assistant Chief serves as the Mayor's appointee as DMC Chair. That same Assistant Chief also serves as the Primary EOC Director. The Deputy Chief of Operations serves as the first alternate for both DMC Chairman and EOC Director. (See Policies for DMC Chair duties and Concept of Operations for EOC Director duties).
- b) Designated Captains serve as the ESF-2 (Law Enforcement) Coordinator and, by appointment of the Mayor, the designated Primary Coordinator is a permanent member of the DMC.
- c) The ESF-2 Coordinator:
  - (1) Oversees the organizational readiness of ESF-2.
  - (2) Ensures the ESF-2 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
  - (3) Oversees maintenance of the ESF-2 Annex.
- d) When requested by the EOC Director because of an EOC activation, the ESF-2 Coordinator or designated first alternate reports to the EOC to lead ESF-2 in roles described in Concept of Operations.

## 19. SPD Emergency Management Section

- a) The Emergency Management Director serves as the primary ESF-1 (Emergency Management) Coordinator and, by appointment of the Mayor, is a permanent member of the DMC.
- b) The ESF-1 Coordinator oversees the organizational readiness of ESF-1, and ensures the ESF-1 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
- c) Continues to lead the development of Seattle's "Project Impact".
- d) Continues to expand and improve the Seattle Disaster Aid and Response Team (SDART) program.
- e) Within staff capabilities and by request, offers orientation training to City employees, support organization representatives, and registered "emergency workers". Available subjects may include:
  - (1) Individual and Family Preparedness.
  - (2) EOC Operations and Procedures.
  - (3) Preliminary Damage Assessment Reporting, Requests for Public Assistance (FEMA Form 90-49), and Project Worksheets (FEMA Form 90-91).

- f) Uses its Web site ([www.cityofseattle.net/emergency\\_mgt/](http://www.cityofseattle.net/emergency_mgt/)) to advertise training schedules and provide enrollment assistance to City employees, support organization representatives, registered “emergency workers”, private and non-profit institution officials, and representatives from business and industry, who meet eligibility requirements and express interest in making application for emergency preparedness courses offered or sponsored by the:
  - (1) King County Office of Emergency Management (OEM);
  - (2) Washington State Emergency Management Division (EMD);
  - (3) Federal Emergency Management Agency (FEMA) Emergency Management Institute (EMI);
  - (4) California Specialized Training Institute (CSTI);
  - (5) US Departments of Defense (DOD), Energy (DOE), Health and Human Services (HHS), Justice (DOJ), and Transportation (DOT);
  - (6) Or, through other nationally recognized emergency management, public safety, health, engineering, or public works organizations.
- g) Under the direction of the DMC, trains and leads the City’s Exercise and Evaluation Team in developing, conducting, measuring performance, and reporting the City’s annual disaster exercise.
- h) To assist the public in learning about the City’s Emergency Management program, the Web site will also be used to post this plan and the Seattle Hazard Identification and Vulnerability Analysis (SHIVA), and describe Emergency Management Section programs and services.
- i) Maintains the Basic Plan and ESF-1 Annex and administers the approval process for all plan changes.
- j) When requested by the EOC Director because of an EOC activation, the ESF-1 Coordinator or designated first alternate reports to the EOC to lead ESF-1 in roles described in Concept of Operations.
- k) After a Presidential Disaster Declaration and by mayoral appointment, provides the City’s Applicant Agent to facilitate City efforts to secure Public Assistance and Human Services Program funds.
- l) The Recovery Unit manages state and federal disaster recovery assistance and mitigation grant programs.
- m) The Recovery Unit provides staffing for ESF-9 in an EOC activation.

**20. Seattle Public Library**

- a) The City Librarian and senior managers assigned by the Librarian work with the ESF-6 Coordinator to maintain the readiness of the ESF and help keep the Mass Care Appendix of the ESF-6 Annex current.
- b) When requested by the ESF-6 Coordinator because of an EOC activation, the City Librarian or a designated senior manager reports to the EOC to perform roles described in Concept of Operations.
- c) For public review, maintains hard copies of this plan and the SHIVA in all library branches, as well as computer access to electronic versions available on the Emergency Management Section Web site.

**21. Seattle Public Utilities (SPU)**

- a) The Director and senior managers assigned by the Director work with the ESF-3 Coordinator to maintain the readiness of the ESF and help keep both the Transportation and Engineering and Utilities Group Appendices to the ESF-3 Annex current.
- b) The Director ensures the Emergency Resource Center (ERC) remains ready to function as a primary call-intake center to answer or direct referral of citizen phone reports or inquiries that do not pose an immediate life-safety concern.
- c) The Director enables the Geographical Information Systems (GIS) Enterprise Section of the Technology Division to support Seattle’s “Project Impact” by working with the US Geological Survey, Univer-

sity of Washington Seismology Department, and Shannon and Wilson to develop advanced geologic risk maps for Seattle.

- d) When requested by the ESF-3 Coordinator in an EOC activation, designated senior managers from the Engineering Services and Field Operations Branches report to the EOC to perform roles described in Concept of Operations.
- e) When requested by the ESF-1 (Emergency Management) Coordinator in an EOC activation:
  - (1) A designated GIS technician reports to the EOC to produce special purpose maps requested by the Mayor, EOC Director, ESF Coordinators, or an Incident Commander.
  - (2) The Information Technology Division Director reports to the EOC to supervise the EOC Communications and Warning Center.
- f) When requested by the ESF-6 Coordinator in an EOC activation that involves a power outage, a designated senior manager from the Customer Response Division reports to the EOC to assist the ESF-6 Coordinator with the identification of people on life support systems who are at risk and in need of emergency help.

#### 21. Seattle Department of Transportation (SDOT)

- a) A senior department manager, designated by the department head, serves as the primary ESF-3 (Public Works) Coordinator and, by appointment of the Mayor, is a permanent member of the DMC.
- b) The ESF-3 Coordinator:
  - (1) Oversees the organizational readiness of ESF-3.
  - (2) Ensures the ESF-3 portion of the Consolidated DMC Work Plan is developed for each calendar year and is completed on time.
  - (3) Oversees maintenance of the ESF-3 Annex.
- c) When requested by the EOC Director because of an EOC activation, the ESF-3 Coordinator or designated first alternate reports to the EOC to lead ESF-3 in roles described in Concept of Operations.
- d) Senior managers assigned by the Director work with the ESF-3 Coordinator to maintain the readiness of the ESF and to help keep the Transportation and Engineering Group Appendix of the ESF-3 Annex current.
- e) When requested by the ESF-3 Coordinator because of an EOC activation, a Director designated senior manager reports to the EOC to lead the ESF-3 Transportation and Engineering Group and to perform roles described in Concept of Operations.
- f) In an earthquake that has its epicenter inside a 50 mile radius of Seattle and registers 5.7 magnitude or greater on the Richter Scale, designated managers from the Roadway Structures Division self-report to the EOC to oversee and coordinate bridge inspections.

Non-City government support organizations, given the capabilities available to them, will endeavor to help the City as follows:

- 
- 1. Amateur Radio Emergency Services (ARES) Medical Services Team supports ESFs 1 and 8 by:
    - a) Operating an amateur radio network that connects City and suburban hospitals with the Public Health EOC and the Seattle EOC, and
    - b) Establishing amateur radio links between the above facilities with the Puget Sound Blood Center, and medical and pharmaceutical warehouses operated by Amerisource Bergen, Allegiance Health Care, Owens and Minor, and McKesson General Medical.



2. Federal Bureau of Investigation (FBI), Seattle Field Office provides support to ESF-2 as outlined in the Terrorism Incident Annex to the Federal Response Plan and US Government Interagency Domestic Terrorism Conplan.
3. Medical Exchange Northwest provides support as outlined in the ESF-8 Annex.
4. King County Department of Community and Human Services, Mental Health Division provides support as outlined in the ESF-8 Annex.
5. King County Department of Natural Resources, Wastewater Treatment Division provides support as outlined in the ESF-3 Annex.
6. King County Department of Transportation, Transit Division provides support as outlined in the ESF-7 Annex.
7. Poison Control Center provides support as outlined in the ESF-4 and ESF-8 Annexes.
8. Port of Seattle provides support as outlined in the ESF-7 and ESF-9 Annexes.
9. Puget Sound Blood Center provides support as outlined in the ESF-8 Annex.
10. Puget Sound Energy (PSE) provides support as outlined in the ESF-3 Annex.
11. The Salvation Army provides support as outlined in the ESF-6 and ESF-9 Annexes.
12. Seattle Auxiliary Communications Service (ACS) supports ESF-1 by:
  - a) Staffing the EOC Communications and Warning Center to provide two-way wireless voice and electronic data communications, using amateur and government channels. These modes are used to link the Seattle EOC with department control centers, the Emergency Resource Center (ERC), Parks and Recreation Department (DPR) Community Centers, the King County EOC, Public Health EOC, King County Emergency Response Zone Coordination Centers, suburban King County EOCs, other county EOCs, the Washington State EOC, US Coast Guard District 13 Communications Center, and the FEMA X Regional Operations Center.
  - b) Staffing DPR Community Centers to support two-way amateur wireless voice and electronic data communications between the EOC and Seattle Disaster Aid and Response Team (SDART) neighborhood groups and ESF-6 activated mass care shelters.
  - c) Enabling businesses, schools and colleges, and private care centers to use the ACS operated stations at the Community Center closest to them to pass information and requests to the ERC and EOC and to receive replies. This capability would be required if the commercial telephone system, landline and cellular, were disabled.
  - d) Supplementing two-way voice and wireless electronic data communications capabilities of area commands, site incident commands, department control centers, and the ERC by using amateur and government radio channels as requested.
13. Seattle Community Colleges provide support as outlined in the ESF-9 Annex.
14. Seattle Housing Authority (SHA) provides support as outlined in the ESF-6 and ESF-9 Annexes.
15. Seattle/King County American Red Cross (ARC) Chapter provides support as outlined in the ESF-6 and ESF-9 Annexes.
16. Seattle Public Schools (SPS) provide support as outlined in the ESF-6, ESF-7 and ESF-9 Annexes.
17. Seattle Steam provides support as outlined in the ESF-3 Annex.
18. Seattle Regional Office of the Small Business Administration (SBA):
  - a) Helps facilitate the participation of local financial institutions in "Project Impact", and
  - b) Provides emergency support authorized in 15 USC, Sections 636b, c & f (Small Business Act) and 13 CFR Part 123 (Disaster Loan Program), and the ESF-5 (Information and Planning) Annex of the FRP.

19. Washington State Department of Transportation (WSDOT) Highway District 1 provides support as outlined in the ESF-1 (Transportation) Annex of the Washington State CEMP and the ESF-3 (Public Works) Annex of this plan.
20. WSDOT Marine Division provides support as outlined in the in the ESF-1 (Transportation) Annex of the Washington State CEMP and the ESF-7 Annex of this plan.
21. Burlington Northern Railroad provides support as outlined in the ESF-4 and 7 Annexes.
22. University of Washington provides support as outlined in the ESF-9 Annex.
23. US Army Corps of Engineers (USACE), Seattle District provides support as authorized in:
  - a) Public Law 84-99 (Flood Control Act of 1955, as amended).
  - b) ESF-3 (Public Works) Annex of the FRP.
  - c) ESF-3 Annex of this plan.
24. Qwest provides support as outlined in the ESF-3 Annex.
25. Washington State Hospital Association provides support as outlined in the ESF-8 Annex.

### Proclamation of “Civil Emergency”

Section 10.02.010 of the Seattle Municipal Code reads: “Whenever riot, unlawful assembly, insurrection, other disturbance, the imminent threat thereof, or any fire, flood, storm, earthquake or other catastrophe or disaster occurs in the City and results in or threatens to result in the death or injury of persons or the destruction of property or the disruption of local government to such an extent as to require, in the judgment of the Mayor, extraordinary measures to prevent the death or injury of persons and to protect the public peace, safety and welfare, and alleviate damage, loss, hardship or suffering, the Mayor shall forthwith proclaim in writing the existence of a civil emergency.”

### “Emergency Powers”

Emergencies sometimes create circumstances or conditions for which extraordinary measures must be taken to prevent or curb the public’s exposure to harm. In such instances there are special powers, which are embodied in Chapter 12A.26 and Section 10.02.020 of the Seattle Municipal Code. These are reserved for the Mayor exclusively and must be invoked by executive order after the Mayor has proclaimed a “Civil Emergency”.

Below is a summary listing of the Mayor’s “emergency powers”:

1. Requesting state and/or federal assistance.
2. Imposing a general curfew.
3. Closing business and/or public establishments or public areas.
4. Restricting the sale of alcohol, firearms and ammunition, and/or combustible products.
5. Prohibiting the carrying of instruments capable of producing bodily harm.
6. Establishing economic controls.
7. Directing the use of all public and private health, medical, and convalescent facilities and their equipment, for emergency health and medical care of injured persons.
8. Controlling the operation of utility services in cooperation with utility management and appropriate state and federal agencies.
9. Directing evacuation and the use of reception centers.
10. Issuing other orders as are imminently necessary for the protection of life and property.

### Authority to Enter into Contracts and Incur Obligations

In a declared “Civil Emergency” the Mayor may, if time is vital to saving lives and reducing property damage or hardship, order departments to dispense with normal purchasing practices that unduly postpone the receipt of required equipment, supplies or services, except those that are constitutionally mandated. (Summarized from Section 10.02.030, Seattle Municipal Code).

### Commandeering Services, Equipment, and Supplies

Once the Governor has proclaimed a “State of Emergency” the Mayor may “. . . command the service and equipment of as many citizens as the Mayor considers necessary. Citizens so commandeered shall be entitled during the period of such service to all privileges, benefits and immunities as are provided by RCW Chapter 38.52 [Section 110(2)] and federal and state civil defense regulations for registered civil defense or emergency service workers.” (Excerpt taken from Section 10.02.040B, Seattle Municipal Code).

### Proclamation of “Termination of Civil Emergency”

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The Mayor is to issue a proclamation of “Termination of Civil Emergency” when, in the judgment of the Mayor, “. . . extraordinary measures are no longer required for the protection of the public peace, safety and welfare”. (Excerpt taken from Sections 10.02.010 and 10.02.020, Seattle Municipal Code).

### Legislative Action after a Mayoral Proclamation of “Civil Emergency”

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Any proclamation of “Civil Emergency” declared by the Mayor shall within 48 hours of issuance, or as soon as practical, be filed with the City Clerk for presentation to the City Council. Once presented, the Council shall endeavor to act within 48 hours to ratify and confirm, modify or reject. Any modification or rejection will be prospective only, and shall not affect any actions taken prior to the Council’s modification or rejection. In no case shall the City Council have any authority, during an emergency proclaimed by the Mayor pursuant to the Charter of the City of Seattle, Article V, Section 2, to impair or void the Mayor’s direction to the Police Department during such emergency.

### Legislative Action after the Mayor makes and proclaims an Executive Order

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Any Executive Order shall within 48 hours of issuance of the order, or as soon as practical, be filed with the City Clerk for presentation to the City Council for ratification and confirmation, modification or rejection, and if rejected shall be void. Once presented, the Council shall endeavor to act on any order within 48 hours after duly considering the Executive Order in light of civil rights statements required by Seattle Municipal Code Section 10.02.025, to wit:

1. A statement of the facts upon which the order is based; and
2. A statement that the Mayor believes it is in the best interest of public safety, rescue and recovery efforts and the protection of property that the exercise of certain rights be temporarily limited; and
3. A statement that the conditions of the order are designed to provide the least necessary restriction on those rights.

If the Council modifies or rejects the order, said modification or rejection shall be prospective only, and shall not affect any actions taken prior to the Council’s modification or rejection.

### Legislative Action to Terminate a “Civil Emergency”

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Any “Civil Emergency” shall cease to exist upon the issuance of a proclamation by the Mayor or by a resolution passed by a vote of not less than two-thirds of all the members of the City Council terminating the “Civil Emergency”. Termination is appropriate when it is no longer necessary for the City to resort to extraordinary measures for the protection of the public peace, safety and welfare. Before a “Civil Emergency” is declared terminated, either by proclamation by the Mayor or by a resolution passed by the Council, the Mayor or Council will consult the City’s Police Chief, Fire Chief, Director of Public Health and the Director of Emergency Management to determine if there are fiscal, public safety response or disaster recovery imperatives that require the continuation of emergency measures.

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### Emergency Support Given by the City

Seattle citizens and Seattle City Light and Seattle Public Utilities customers in suburban King County expect the City government to do everything possible in times of major emergencies and disasters to respond to their needs. Hence, emergency requirements anywhere in the City, or anywhere in City utility service areas, will always be given the highest consideration. In every instance, department heads will establish the policies for setting the initial priorities for how, when and where department assets and resources will be deployed and used.

Should a neighboring jurisdiction request mutual aid, the request will be directed to the department dispatch or control center that possesses the support needed. Consistent with department guidelines, the dispatch or control center supervisor will either make the decision on whether or not the department can provide assistance or obtain a decision through his/her established chain of command. Whenever units, crews, strike teams or task forces are dispatched to another jurisdiction, they will maintain their unity of command. They will also retain the irrevocable right to disengage and return to service in Seattle should they be directed to do so under a department directed recall.

In a damaging event that could affect more than one King County jurisdiction at the same time, it should be recognized that the use of mutual aid would have limitations. There are various reasons, but those most often given are the vulnerability of public agencies becoming overwhelmed by the enormity of disaster demands, and the fragility of a regional road network that can easily become gridlocked, hazardous or impassable.

Because there are regional hazards that defy human control and because any widespread disruption would impinge on capabilities and help that would normally come from local businesses and volunteer agencies, Seattle departments have been advised to enter into inter-local agreements and service contracts with sources of critical emergency supplies and services outside the Puget Sound Region.

Acting within the aforementioned constraints and within the bounds of existing legal agreements, The City of Seattle will endeavor to do everything that is reasonably possible to support its neighbors in times of major emergency or disaster. Ordinarily, if in the judgment of the dispatch or control center supervisor receiving a request for aid, the department can dispatch assistance without jeopardizing immediate City priorities or the safety of department personnel and equipment, the answer would probably be yes.

However, anytime the King County Regional Disaster Plan is activated by a neighboring Emergency Response Zone Coordination Center or the EOC is activated at a Phase II or higher, all requests for City assistance will be received through the City EOC. It will then be up to the Mayor, in consultation with the EOC Director and Command Staff, to make the determination on how and when the City may be able to give assistance. In all cases the Mayor can override a decision made by any City department.

### Emergency Support Received by the City

Major emergencies and disasters by their very nature stress systems and capabilities, causing departments to deal with soaring demands on available resources. One of the central tenets of this plan is to ensure the City has a comprehensive system for effectively sharing and integrating resources across departments, and for having adequate mutual aid and inter-local agreements in place. In less challenging incidents, such as the Western Avenue water main break on July 29, 1998, on-hand City resources are often sufficient. However, events that are equal to or exceed the threshold of the October 4-7, 1993 Denny Regrade power outage and the 1997 winter landslides will require help from sources outside the City government.

Most resources obtained from outside the City should not be considered part of the City's first response. With the possible exception of fire and police mutual aid, there will likely be a significant built-in delay in getting outside support to the scene. In general, those intermediate steps that will be required, as well as their expected sequencing, could be outlined as follows:

- ◆ The Incident Commander makes a decision on need.

- ◆ The Incident Commander, or the Logistics Section Chief (if the position is established), conveys the specifics of the need and the intended use to the department dispatch or control center.
- ◆ Department dispatch or control center staff use all means available to the department to support the request. Anytime such action exceeds the capacity of the department to handle on its own, the dispatch or control center supervisor contacts the Emergency Management Section Staff Duty Officer (SDO) for help.
- ◆ If the incident is of sufficient severity and size, or is expected to imminently grow to such proportions, the SDO may initiate the necessary consultations to activate the City's EOC.
- ◆ From the City's EOC, responders from ESF-7 (Logistical Services), either directly or with help from Purchasing Services buyers at the Logistics Operations Center, determine if there is an available vendor from the blanket contract list, or barring that, whether there is a suitable source the City could contract with using an emergency requisition. If so, they pass along the requesting department's instructions for use and delivery and finalize arrangements.
- ◆ The vendor proceeds to move the resource, either by in-house transport or by other transportation arranged by the vendor or Purchasing Services or Fleets Division.
- ◆ The resource is admitted through the on-scene entry control point, from where it is directed by the Staging Area Manager.

Even with the aid of buyers from Purchasing Services, there can be requests that will fall outside their purview. Whenever this happens, and as soon as it is determined that all purchasing options available to the City have been exhausted, the Logistics Operations Center Director communicates the results of their efforts and the specifics of the need (See Request for Outside Assistance form in Appendix 1) to the ESF-7 Coordinator. In turn, the ESF-7 Coordinator refers it to the ESF-1 Coordinator for action.

One of the functions of the ESF-1 Intergovernmental Contact Branch Director is to coordinate requests for resources that must be elevated to receive Executive permission to go outside normal City government channels.

If the crisis is not countywide, the Mayor may be asked to activate the King County Regional Disaster Plan. That is, after:

- ◆ All reasonable attempts to secure requested help through City departments, mutual aid, and City volunteer and private resources have proven inadequate in resolving the requirements of one or more vital needs,
- ◆ A mission number from the Washington State Emergency Management Division (EMD) has been obtained, and
- ◆ The Mayor has declared a "Civil Emergency".

The Intergovernmental Contact Branch Director may then direct queries to designated contacts at Regional Emergency Response Zone Coordination Centers, or the King County Office of Emergency Management (OEM). The preferred option is to go directly to the King County OEM. With receipt of an official request from the Mayor, OEM staff would be able to act as the City's agent in canvassing those zones that might have the means to help. They may also be able to commit King County government services and assets.

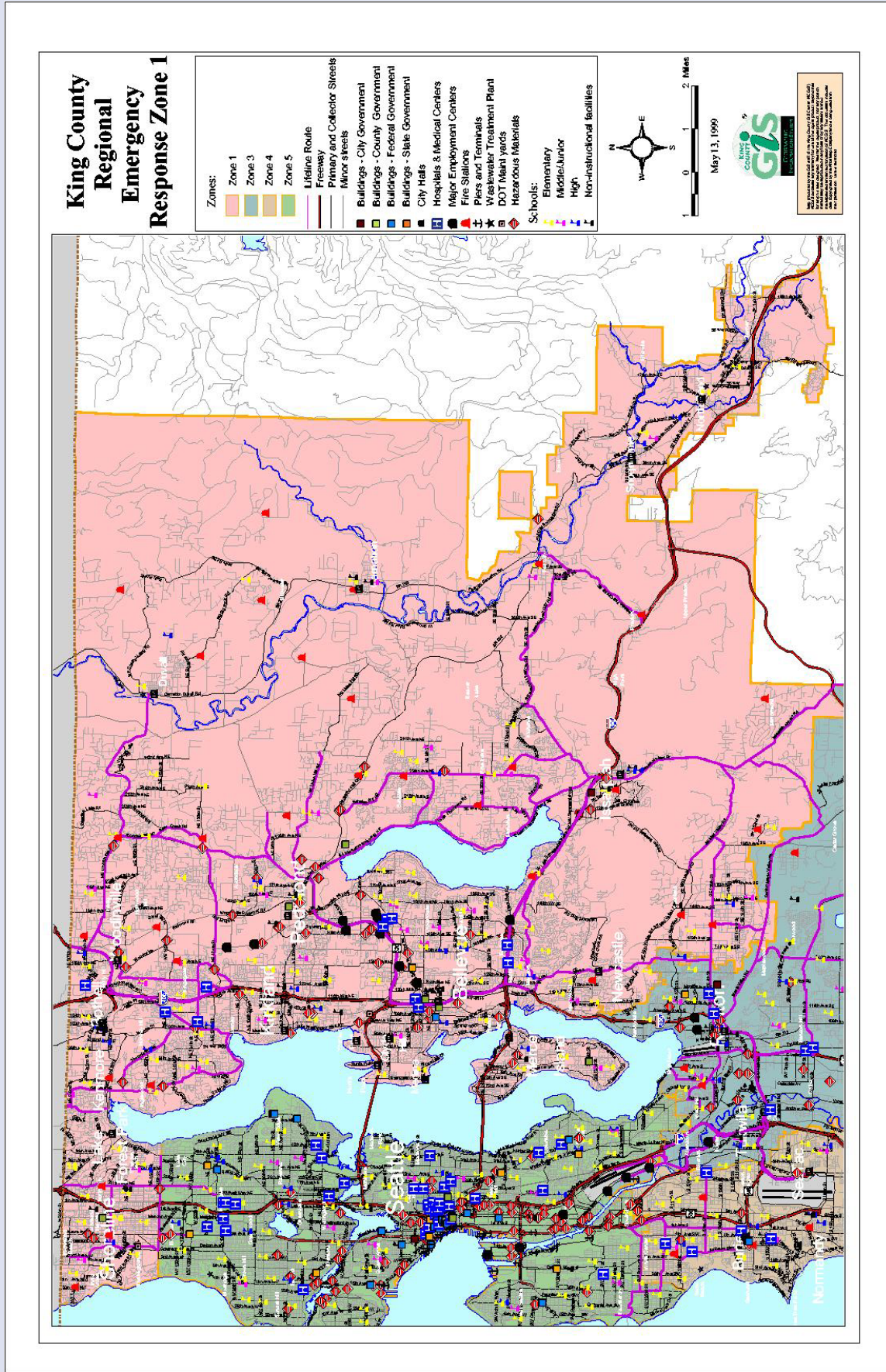
Maps showing the boundaries for each King County Regional Emergency Response Zone can be found at the end of this section. For commonality with a familiar inter-jurisdictional practice, the boundaries of the Emergency Response Zones were drawn and numbered so each would coincide with the existing King County Fire Zones established in the King County Fire Resource Plan. The City of Seattle is its own separate zone, which is numbered Zone 5.

Should this regional search fall short, the EOC Director will consult the Mayor to get direction on exercising the Mayor's "emergency power" to request state and/or federal assistance (see Section 10.02.020J, SMC). Whenever the answer is yes, the procedures outlined in Concept of Operations and Mayoral Prerogatives will be followed.

The types of support that may be available from the state can be found in the Washington State CEMP. Likewise, the types of support that can be made available from the federal government, including the Department of Defense, can be found in the Federal Response Plan. Tab C contains a summary of federal disaster aid programs that could be authorized by the President under the Stafford Act. Tab D contains a summary of state and federal technical assets that may be used for “crisis management” in a terrorist attack.



Figure 33. King County Emergency Response Zones 1 & 5





**Figure 34. King County Emergency Response Zone 3**

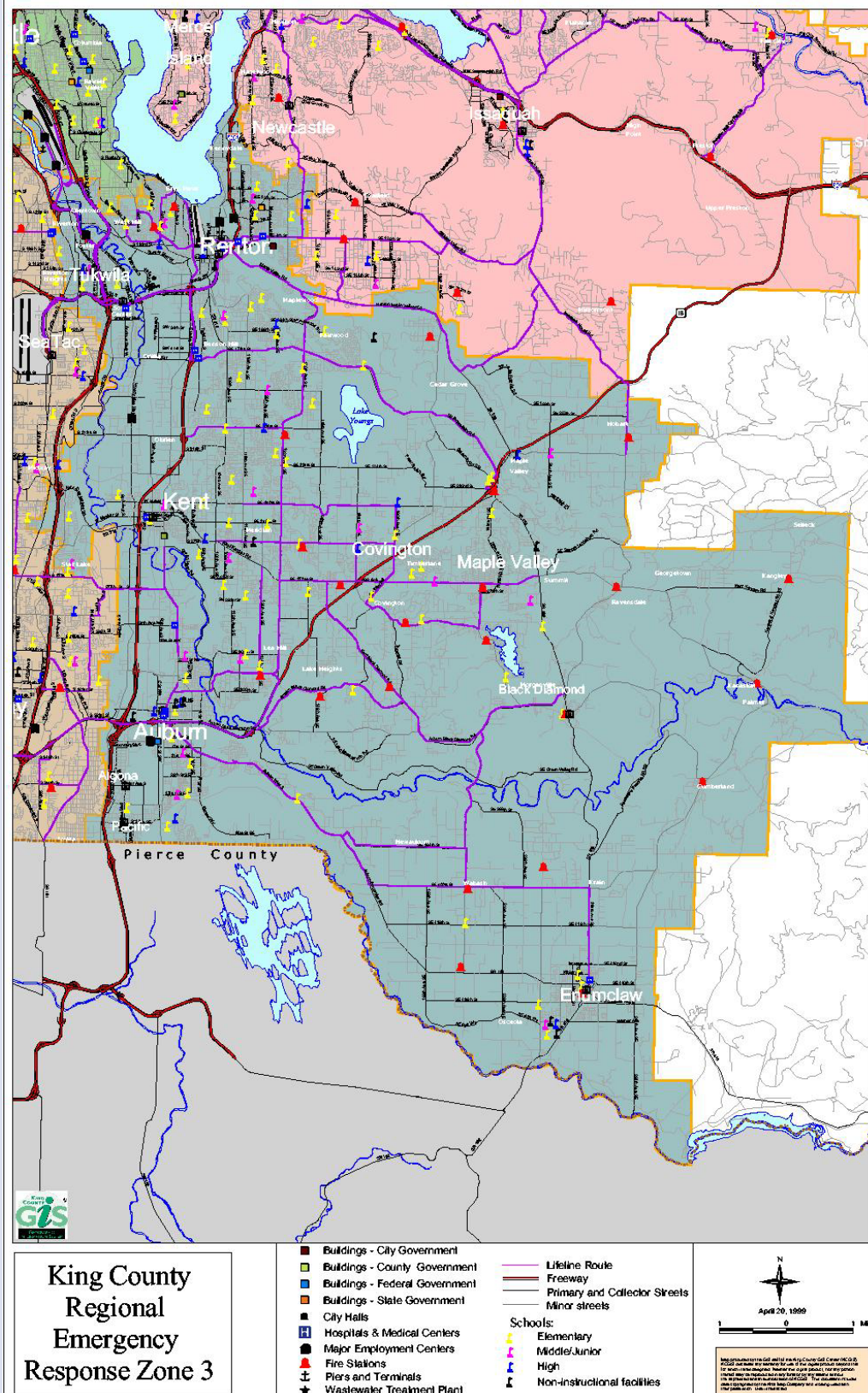
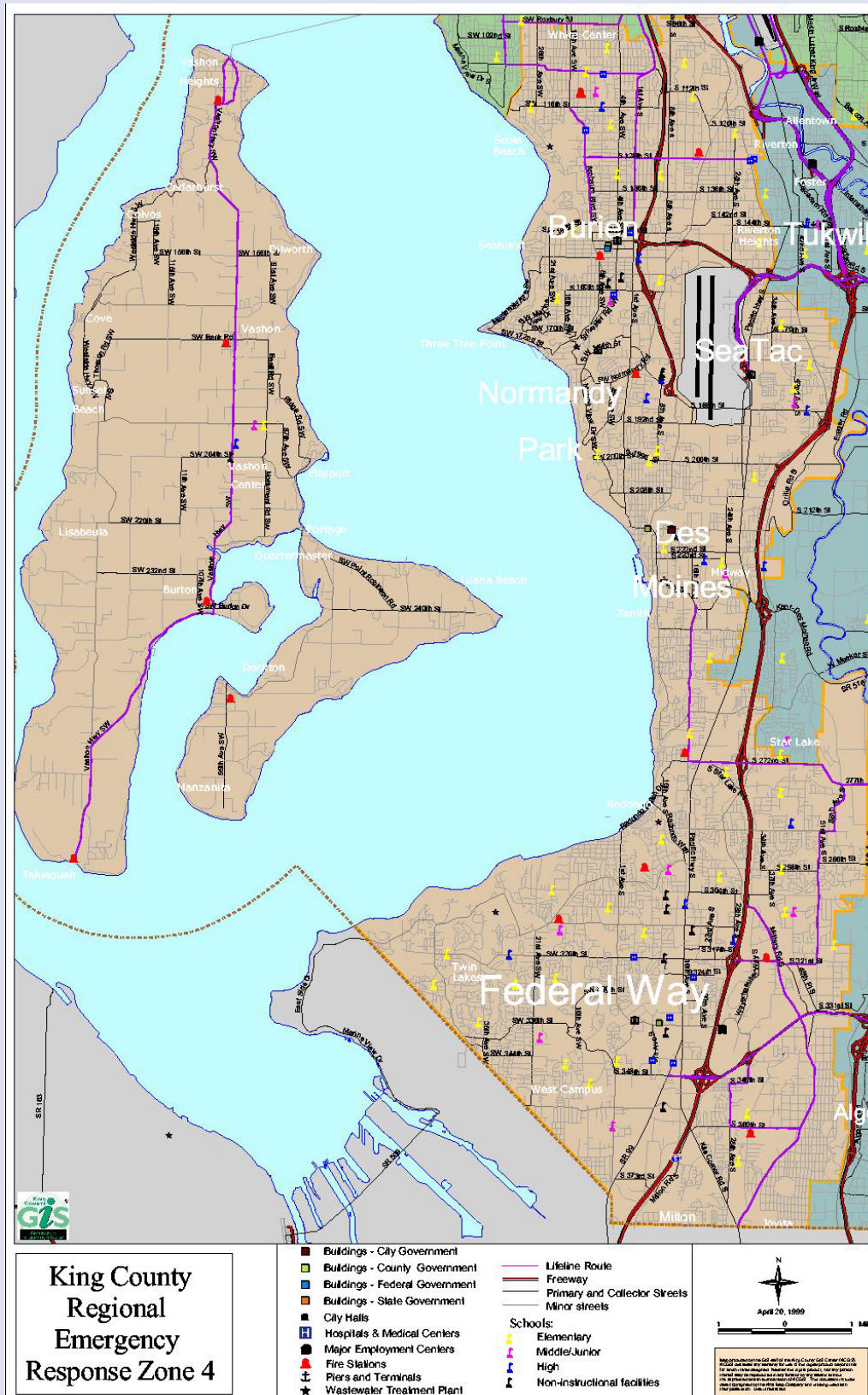


Figure 35. King County Emergency Response Zone 4





## EMERGENCY MANAGEMENT AND INCIDENT COMMAND SYSTEM (ICS) TERMS

**A CENTRAL COMPUTERIZED ENFORCEMENT SERVICE SYSTEM (ACCESS)** – Statewide law enforcement data network controlled and administered by the Washington State Patrol that provides capability to send warning and notification of emergencies from state to local jurisdictions.

**ANNEX** – The Seattle Disaster Readiness and Response Plan has nine annexes, one for each Emergency Support Function (ESF). As the principal operational planning guidance for the ESF, the annex describes ESF capabilities and resources, limitations, and legal requirements. It further explains how the ESF manages oversight and support for response and recovery activities by constituent departments and organizations in a major emergency or disaster. Such activities include:

- ◆ Mobilizing, organizing, directing, controlling, coordinating, deploying, employing, sustaining, and disengaging capabilities and resources.
- ◆ Reconstituting damaged capabilities and resources.
- ◆ Supplementing depleted capabilities and resources.
- ◆ Integrating outside assistance.
- ◆ Supporting other ESFs, and other local jurisdictions.

**APPENDIX** – A stand-alone subsection of the Basic Plan or an ESF Annex that gives detailed guidance for managing and supporting a particular function, such as Direction and Control, Mass Care, Terrorism, Metro Medical Strike Team, etc.

**AREA COMMAND** – An organization established to: 1) oversee the management of multiple incidents that are each being handled by an Incident Command System (ICS) organization; or 2) to oversee the management of a very large incident that has multiple Incident Management Teams assigned to it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed.

**AUTHORIZED INDIVIDUAL** – An individual authorized under Chapter 38.52 RCW and Chapter 118-04 WAC to direct the activities of “emergency workers”. These individuals are The Adjutant General (TAG) of the Military Department or designee, the Director for the Emergency Management Division or designee, the Director or designee of a local emergency management agency, the chief law enforcement or designee of a political subdivision, and other officials identified in the Seattle Disaster Readiness and Response Plan.

**AUTHORIZED ORGANIZATION** – A state or local agency authorized under Chapter 38.52 RCW and Chapter 118-04 WAC to register and/or employ “emergency workers”. These agencies are the WA State Military Department, WA State Emergency Management Division, local jurisdiction emergency management agencies, law enforcement agencies of political subdivisions, and the Executive Services Department (ESD) Personnel Division.

**BASIC PLAN** – The main portion of the Seattle Disaster Readiness and Response Plan that is promulgated by the Mayor and approved by the City Council. The Basic Plan delineates overall assumptions, policies, responsibilities, organization, and procedural guidelines that are to be adhered to by all City departments and support organizations in fulfilling assigned emergency management duties and missions. In its entirety, the Seattle Disaster Readiness and Response Plan serves as the City’s principal reference and authority for disaster mitigation, preparedness, response, and recovery. As such, guidance contained therein takes precedence over any other emergency plan for The City of Seattle.

**BRANCH** – The organizational level having functional or geographic responsibility for major parts of incident operations. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Sections and Units in the Logistics Section. Branches are identified by the use of Roman Numerals or by functional name (e.g. medical, security, etc.).

**CATASTROPHE** – An event, expected or unexpected, that because of its severity, disrupts a community’s economic and social structure, prevents fulfillment of the community’s essential functions, and exceeds the

capabilities of the community to use its available resources to respond to or recover from the effects of such event without massive and prolonged outside help.

**COMMAND STAFF** – The Command Staff consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**COMPREHENSIVE EMERGENCY MANAGEMENT NETWORK (CEMNET)** – An emergency management net belonging to and managed by the WA State Military Department Emergency Management Division using a dedicated 2-way Very High Frequency (VHF) low band radio system that provides direction and control capability for state and local jurisdictions for administrative use, and during emergency or disaster.

**CONGREGATE CARE CENTERS** – Depending on needs, facilities at Department of Parks and Recreation (DOPAR) Community Centers or at Seattle Center that can be made available to house and feed persons displaced from their homes due to a major emergency or disaster. When activated, these centers would be managed and supported by resources available to ESF-6 (Human Services).

**CONSEQUENCE MANAGEMENT** – According to the Terrorism Incident Annex in the Federal Response Plan, these are measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. State and local governments exercise primary authority to respond to the consequences of terrorism; the Federal Government provides assistance as required. Consequence management is generally a multifunction response coordinated by emergency management.

**CREDIBLE THREAT** – The FBI conducts an interagency threat assessment that indicates that the threat is credible and confirms the involvement of a Weapon of Mass Destruction (WMD) in the developing terrorist incident. (See definition for WMD).

**CRISIS MANAGEMENT** - According to the Terrorism Incident Annex in the Federal Response Plan, these are measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The Federal Government exercises primary authority to prevent, preempt, and terminate threats or acts of terrorism and to apprehend and prosecute the perpetrators; state and local governments provide assistance as required. Crisis management is predominantly a law enforcement response. Based on the situation, a Federal crisis management response may be supported by technical operations, and by Federal consequence management, which may operate concurrently. Technical operations include actions to identify, assess, dismantle, transfer, dispose of, or decontaminate personnel and property exposed to explosive ordnance or WMD.

**DAMAGE SURVEY REPORT (DSR)** – A description of the damage caused to state or local government property and estimated repair costs based upon Federal Emergency Management Agency (FEMA) eligibility criteria, that establishes the basis of an eligible claim for a financial grant under the FEMA Public Assistance Program.

**DAMAGE SURVEY REPORT TEAMS** – Teams of federal, state, and local jurisdiction experts, typically architects or engineers, that are dispatched by the Federal Coordinating Officer (FCO) to conduct detailed on-site inspections of state and local government property damage. This would occur after a Presidential Disaster Declaration (PDD) that authorizes public assistance. For each claim application submitted by state and local governments, a DSR team prepares a Damage Survey Report to document costs and categories of repair work needed

**DECONTAMINATION** – The removal or covering of radioactive or toxic chemical contamination from a structure, area, object, or person to reduce or eliminate a health hazard.

**DISASTER** – An event expected or unexpected, in which a community's available resources are expended, or the need for resources exceeds availability, and in which a community undergoes severe danger, incurring losses so that the social or economic structure of the community is disrupted, and the fulfillment of some or all of the community's essential functions are prevented.

**DISASTER RECOVERY CENTER (DRC)** – A temporary facility where, under one roof, representatives of federal agencies, local and state governments, and voluntary relief organizations process disaster assistance applications from individuals, families, and businesses. In Seattle, DRCs may be established at one or more Community Colleges.

**DISASTER FIELD OFFICE (DFO)** – A FEMA field office site that is set up to direct and support federal response and recovery efforts. The DFO houses the Federal Coordinating Officer (FCO) and the Emergency Response Team (ERT) and when possible the State Coordinating Officer (SCO) and support staff. In the past, the DFO has been set up in close proximity to the State EOC.

**DISASTER RECOVERY MANAGER (DRM)** – This is a function, rather than a position, to whom the FEMA Regional Director delegates the authority to administer FEMA response and recovery programs. The function oversees obligations charged to the President's Disaster Relief Fund. The function may be given to the State Coordinating Officer (SCO).

**DIRECT FEDERAL ASSISTANCE** – Emergency work or assistance beyond the capability of state and local jurisdictions performed by a federal agency under mission assignment from FEMA.

**DIRECTOR** – The Incident Command System (ICS) title for individuals responsible for supervision of a Branch.

**EMERGENCY** – An event, expected or unexpected, involving shortages of time and resources that places life, property, or the environment in danger and requires response beyond routine incident response capabilities.

**EMERGENCY ALERT SYSTEM (EAS)** – A Federal Communications Commission (FCC) regulated system that enables the President, federal, state, and local jurisdiction authorities to disseminate vital emergency instructions to the public via the Commercial Broadcast System, including radio, both AM and FM stations, and television received directly from commercial stations or through a cable service. EAS replaced the Emergency Broadcast System (EBS), which was phased out of the Central Puget Sound area during 1997. Rebroadcast of local EAS messages by local stations is voluntary.

**EMERGENCY MANAGEMENT or COMPREHENSIVE EMERGENCY MANAGEMENT** – The preparation for and the carrying out of all emergency functions, other than functions for which the military forces are primarily responsible, to mitigate, prepare for, respond to, and recover from emergencies and disasters, including but not limited to aiding victims suffering from injury or damage that result from a major emergency or disaster, and providing support for search and rescue operations for persons and property in distress.

**EMERGENCY OPERATIONS CENTER (EOC)** – A designated site from which government officials can coordinate emergency operations in support of on-scene responders.

**EVIDENCE SEARCH** – An unscheduled, non-emergency training activity utilizing emergency workers and emergency worker owned property to look for evidentiary materials resulting from criminal activity.

**EXPLOSIVE ORDNANCE DISPOSAL (EOD)** – The detection, identification, field evaluation, rendering-safe, and/or disposal of explosive ordnance that has become hazardous by damage or deterioration when the disposal of such ordnance is beyond the capabilities of personnel assigned to routine disposal.

**FEDERAL COORDINATING OFFICER (FCO)** – The individual appointed by the FEMA Director (by delegation of authority from the President) to coordinate assistance in a federally-declared disaster.

**FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA)** – The federal agency created under the Carter administration in 1979 to provide a single point of accountability for all federal activities related to disaster mitigation, and emergency preparedness, response and recovery; manage the President's Disaster Relief Fund; and coordinate the disaster assistance activities of all federal agencies in the event of a Presidential Disaster Declaration (PDD).

**FEDERAL EMERGENCY MANAGEMENT AGENCY – STATE AGREEMENT** – A formal legal document between FEMA and the affected state that describes the understandings, commitments, and binding conditions for assistance applicable as a result of a Presidential Disaster. The FEMA Regional Director and the Governor sign it. The agreement establishes the disaster incident period, the state and local jurisdiction commitment, and the financial grant requirements as administered by FEMA through the state.

**FEDERAL EMERGENCY RESPONSE TEAM (ERT)** – An interagency team consisting of the lead representative from each federal department or agency assigned primary responsibility for an Emergency Support Function (ESF) and key members of the FCO's staff. The ERT provides a forum for coordinating the overall federal response, reporting on the conduct of specific operations, exchanging information, and resolving issues related to ESFs and other response requirements. ERT members respond and meet as requested by the FCO. The

ERT may be expanded by the FCO to include designated representatives of other federal departments and agencies as needed.

**FEDERAL RESPONSE PLAN (FRP)** – The plan that establishes the basis for the provision of federal assistance to a state and the local jurisdiction(s) impacted by a catastrophic disaster or emergency that results in a requirement for federal “crisis” and/or “consequence” management assistance.

**FIRE COMMUNICATIONS (FIRECOM)** – The statewide mutual aid firefighting radio frequency (153.830 MHz) used by firefighters of different departments and districts for the command and coordination of fire suppression operations.

**FIRE SERVICES DEFENSE REGIONS** – One of the nine regions within the state responsible for the development and maintenance of Washington State Regional Fire Services Resource Mobilization Plan. The Seattle Fire Department is included in the South Puget Sound Regional Fire Defense Region, which represents fire services in King, Kitsap, Mason and Pierce Counties (See South Puget Sound Regional Fire Defense Plan and the King County Fire Resource Plan).

**GENERAL STAFF** – A group of incident management personnel that direct and control major line functions and report to the Incident Commander. They may each have a deputy, as needed. The General Staff consists of Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**GOVERNOR’S AUTHORIZED REPRESENTATIVE (GAR)** – The person empowered by the Governor to execute, on behalf of the state, all necessary documents for disaster assistance.

**GROUP** – Resources that are assembled to perform a special function not necessarily within a single geographic division and established to divide the incident into functional areas or operation. Groups are located between Branches (when activated) and Resources in the Operations Section.

**HAZARD MITIGATION GRANT PROGRAM** – A program authorized under Section 404 of the Stafford Act, which provides funding for hazard mitigation projects that are cost effective, complement existing post-disaster mitigation programs and activities, and were not funded through other programs.

**INCIDENT** – An occurrence or event, either human-caused or the result of natural phenomena, that requires action by emergency services personnel to prevent or minimize loss of life or damage to property and/or the environment.

**INCIDENT BASE** – The single location at the incident where the primary logistics functions are coordinated and administered. (Incident name or other designator will be added to the term Base). The Incident Command Post (ICP) may be collocated with the Incident Base. There is only one Incident Base per incident.

**INCIDENT COMMANDER (IC)** – The individual responsible for the management of all incident operations at the incident site.

**INCIDENT COMMAND POST (ICP)** – The location at which the primary command functions are carried out. The ICP may be collocated with the incident base or other incident facilities.

**INCIDENT COMMAND SYSTEM (ICS)** – An all-hazards, on-scene, functional management system that establishes common standards in organization, terminology, and procedures; provides a means (unified command) for the establishment of a common set of incident objectives and strategies during multi-agency/multi-jurisdictional operations while maintaining individual agency/jurisdiction authority, responsibility and accountability; and is a component of the National Interagency Incident Management System (NIIMS).

**INCIDENT COMMUNICATIONS CENTER** – The location of the Communications Unit and the Message Center.

**INCIDENT MANAGEMENT TEAM (IMT)**– The IC and appropriate Command and General Staff personnel assigned to the incident.

**INDIVIDUAL ASSISTANCE (IA)** – Supplementary federal assistance available under the Stafford Act to individuals, families, and businesses, which includes disaster housing assistance, unemployment assistance, grants, loans, legal services, crisis counseling, tax relief, and other services or relief programs. (See definition for Individual and Family Grant Program).

**INDIVIDUAL ASSISTANCE OFFICER (IAO)** – The individual who, under the direction of the FCO, establishes the Disaster Recovery Centers, monitors the Individual Assistance programs of all agencies, and reports to the FCO on the total effectiveness of the individual assistance effort.

**INDIVIDUAL AND FAMILY GRANT PROGRAM (IFGP)** – The program authorized under Section 411 of the Stafford Act for the purpose of making grants to individuals and families whose disaster-related serious needs or necessary expenses cannot be satisfied by any other federal, state, or volunteer program. The grant program is administered by the state and is normally 75% federally funded, with a 25% state match.

**LAW ENFORCEMENT RADIO NETWORK (LERN)** – The statewide law enforcement mutual aid frequency (155.370 MHz) controlled by the Washington State Police Chiefs Association and Washington State Patrol.

**LEADER** – The ICS title for an individual responsible for a Task Force, Strike Team, or functional unit.

**LOCAL EMERGENCY PLANNING COMMITTEE (LEPC)** – A local planning body that is responsible for developing and maintaining the King County Hazardous Materials Protection and Radiological Defense Resource Plan. Requirements for the LEPC are established in Title III of the Superfund Amendments and Reauthorization Act of 1986 (PL 99-499). The City of Seattle is represented on the King County LEPC by the Seattle Fire Department and the Seattle Police Department Emergency Management Section. The King County Office of Emergency Management is responsible for LEPC administration, Right-to-Know requirements, and record keeping for the King County Planning District.

**MAJOR DISASTER** – As defined in federal law, “. . . any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other technological or human-caused catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance . . . in alleviating the damage, loss, hardship, or suffering caused thereby.”

**MAJOR EMERGENCY** – An emergency incident that is larger and more complex than the more common daily emergency responses managed by Police, Fire, and the Utilities. Major emergencies are different in that they require the “lead agency” to seek substantial assistance from other agencies. Oftentimes the EOC is activated to coordinate interdepartmental, interagency and private sector resource requests and citywide governance issues that would exceed the capabilities or authority of individual departments. Examples of more recent major emergencies dealt with by the City are: the Aurora Bridge Metro bus mass casualty incident on November 27, 1999, the Western Ave water main break that flooded portions of the Pike Place Market on July 29, 1998, the October 4, 1993 underground vault fire in the Denny Regrade, and the January 20, 1993 Inaugural Day wind-storm.

**MISSION** – A distinct assignment of personnel and equipment to achieve a set of tasks related to an incident, emergency, disaster, catastrophe, or search and rescue operation that occurs under the direction of an authorized individual. (See definition for Authorized Individual).

**MUTUAL AID AGREEMENT** – A written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

**NATIONAL CONTINGENCY PLAN (NCP)** – The National Oil and Hazardous Substances Pollution Contingency Plan (40 CFR Part 300), which provides operational guidance for how the response powers and responsibilities created by the Comprehensive Environmental Response, Compensation and Liability Act and authorities established by Section 311 of the Clean Water Act will be administered. This plan is maintained by the Environmental Protection Agency (EPA).

**NATIONAL DISASTER MEDICAL SYSTEM (NDMS)** – A system designed to deal with extensive medical care needs in very large disasters or emergencies. The system is a cooperative effort of the US Department of Health and Human Services, FEMA, US Department of Defense, state and local government agencies, and the private sector.

**NATIONAL RESPONSE CENTER (NRC)** – A communications center for activities related to hazardous materials response actions at Coast Guard Headquarters in Washington, DC, that receives and relays notices of discharges or releases to the appropriate on-scene coordinator, disseminates on-scene and Regional Re-



sponse Team (RRT) reports to the National Response Team (NRT) when appropriate, and provides facilities for the NRT to use in coordinating national response action, when required.

**NATIONAL PUBLIC SAFETY PLANNING ADVISORY COMMITTEE (NPSPAC)** - Advisory committee that reviews and approves or disapproves applications in accordance with NPSPAC Region 43 (Washington State) for use of a specific band of 800 MHz frequencies within the state.

**NATIONAL WARNING SYSTEM (NAWAS)** – The federal portion of the Civil Defense Warning System used for the dissemination of warnings and other emergency information from the FEMA National Warning Center (Mt Weather Emergency Assistance Center, Bluemont, VA), or Regional Warning Center (FEMA Region X Warning Center, Bothell, WA), to the State Warning Point (WA State EOC, Camp Murray, WA). Also, used by the State Warning Point to disseminate warning information to the local Primary Warning Point (King County Police Communications Center, Seattle, WA) for severe weather, earthquake, flooding, and other incidents that affect public safety. The Seattle EOC serves as a Duplicate Warning Point.

**NUCLEAR EMERGENCY SEARCH TEAM (NEST)** – A US Department of Energy sponsored team trained to search for and identify lost or stolen weapons and special nuclear materials and to respond to nuclear bomb threats or radiation dispersal threats. The team is made up of personnel from many agencies and other organizations.

**ON-SCENE COMMAND AND COORDINATION RADIO (OSCCR)** – A frequency (156.135 MHz) used by on-scene emergency responders of different agencies for command and coordination of an incident or emergency according to a joint Military Department, Emergency Management Division and Association of Police Communications Officers (APCO) agreement.

**OPERATIONAL PERIOD** – The period of time scheduled for execution of a given set of operational actions as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

**OVERHEAD PERSONNEL** – Personnel who are assigned to supervisory positions, including the IC, Command Staff, General Staff, Directors, Supervisors, and Unit Leaders.

**PRELIMINARY DAMAGE ASSESSMENT (PDA)** – The joint local, state, and federal analysis of damage that has occurred during a disaster and may result in a Presidential declaration of disaster. The PDA is documented through surveys, photographs, and other written information.

**PRELIMINARY DAMAGE ASSESSMENT TEAM** – An ad hoc group that comes together after a disaster whose main purpose is to determine the level of disaster declaration that is warranted. The team usually consists of federal, state, and local representatives to do an initial damage evaluation to sites damaged.

**PRESIDENTIAL DISASTER DECLARATION (PDD)**– Formal declaration by the President that an Emergency or Major Disaster exists. The declaration is made for specific jurisdictions after a formal request by the Governor and is based on justification submitted through FEMA that is contained in the PDA.

**PUBLIC ASSISTANCE (PA)** – Supplementary federal assistance provided under the Stafford Act to state and local governments; special purpose districts; Native Americans; or eligible private, non-profit organizations.

**PUBLIC ASSISTANCE OFFICER (PAO)** – A member of the FEMA Regional Director's staff who is responsible for management of the Public Assistance Program.

**RAPID NEED ASSESSMENT TEAM** – A designated team of technical experts from federal, state and local emergency management organizations that are alerted and deployed to a disaster to augment or supplement state and local jurisdiction assessment capabilities.

**REGIONAL DIRECTOR (RD), FEMA** – The individual in the federal government who responds to the Governor's request for a Presidential declaration by organizing and coordinating the PDA. The RD is responsible for making the regional analysis and recommendation as to whether the situation warrants a Presidential Disaster Declaration. If the President declares a major disaster or emergency, the RD administers the Public Assistance Program and monitors the Individual and Family Grant Program under the Stafford Act. The RD is a presidential appointee who manages one of 10 FEMA Regional Offices. Regional X, with its regional office in Bothell, WA has responsibility for the states of Washington, Oregon, Idaho and Alaska.

**ROBERT T. STAFFORD DISASTER RELIEF AND EMERGENCY ASSISTANCE ACT** (Public Law 93-288, as amended by Public Law 100-707), commonly referred to as “the Stafford Act” – The act, which represents the greatest single source of federal disaster assistance, authorizes coordination of the activities of federal, state, and volunteer agencies in providing disaster assistance. This includes the provision of direct federal assistance as necessary, provision of financial grants to state and local jurisdictions, and a separate program for financial grants to individuals and families.

**SECTION** – That organizational level with responsibility for a major functional area of the incident, e.g. Operations, Planning, Logistics, and Finance/Administration. The Section is organizationally between IC and Branch.

**STAGING AREA** – Staging areas are locations managed by the Operations Section and set up at an incident where resources can be placed while awaiting a tactical assignment.

**STATE AND REGIONAL DISASTER AIRLIFT PLAN (SARDA)** – A plan prepared by the Washington State Department of Transportation, Aviation Division that provides overall policy and guidance for aviation support in time of emergency.

**STATE COORDINATING OFFICER (SCO)** – The individual appointed by the Governor to act in cooperation with the Federal Coordinating Officer (FCO) to administer disaster recovery efforts. The SCO may also function as the Disaster Recovery Manager and as the Governor’s Authorized Representative (GAR).

**STATEWIDE EMERGENCY COMMUNICATIONS SYSTEM** – The state Military Department’s High Frequency (HF) radio system that operates on 4.580 MHz. The net is controlled by the Washington National Guard and interconnects all National Guard armories with Military Department Headquarters at Camp Murray, WA.

**STATE EMERGENCY COMMUNICATIONS USING RADIO EFFECTIVELY (SECURE)** – Dedicated federal 2-way High Frequency (HF) radio system that provides an alternate direction and control capability as needed by the state and other locations during an emergency. Within the state of Washington, the frequencies used are 7.935 MHz during daytime and 2.411 MHz during nighttime.

**STATE FIRE DEFENSE COMMITTEE** – A committee of the Washington State Fire Protection Policy Board that develops the Washington State Fire Services Resource Mobilization Plan and planning guidance for the Fire Mobilization Regions, promotes standardization of fire communications, develops alerting and dispatching procedures, maintains a listing of regional firefighting resources, and provides guidance for the approval of reimbursement requests.

**STRIKE TEAM** – Specified combinations of the same kind and type of resources, with common communications and a leader.

**SUPERVISOR** – The ICS title for individuals responsible for command of a Division or Group.

**SURGE/INCREASED READINESS** – A strategy for moving from a pre-established or existing base capability to a higher level of capability. According to FEMA, “Civil defense surge and increased readiness are not concepts that can be separated into different and distinct compartments. State and local increased readiness actions might be taken before, during, and after the initiation of civil defense surge and may, in fact, be parts of it. Surge may be thought of as a federally supported enhanced form of increased readiness.”

**SURVIVABLE CRISIS MANAGEMENT (SCM)** – The ability to survive a catastrophic disaster with enough capability intact so that direction, control and coordination of critical emergency operations at all levels will remain functional.

**TAB** – A stand-alone subsection for supplementary material that provides clarification or elaboration for concepts, procedures, information, or programs referenced in the Basic Plan, an ESF Annex or Appendix.

**TASK FORCE** – A combination of single resources assembled for a particular tactical need, with common communications and a leader.

**TERRORIST INCIDENT** – The FBI defines a terrorist incident as a violent act, or an act dangerous to human life, in violation of the criminal laws of the United States or of any State, to intimidate or coerce a government, the civilian population, or any segment thereof in furtherance of political or social objectives.

RCW 70.74.285 defines terrorism as “. . . an act that is intended to: (1) Intimidate or coerce a civilian population; (2) influence the policy of a branch or level of government by intimidation or coercion; (3) affect the conduct of a branch or level of government by intimidation or coercion; or (4) retaliate against a branch or level of government for a policy or conduct of the government.”

TITLE III – Public Law 99-499, Superfund Amendment and Reauthorization Act (SARA) of 1986, Title III, Emergency Planning Community Right-to-Know Act (EPCRA), requires the establishment of state and local planning organizations. These include the State Emergency Response Commission (SERC), a subcommittee of the Emergency Management Council, and Local Emergency Planning Committees (LEPCs) to conduct emergency planning for hazardous materials incidents. It requires (1) site-specific planning for extremely hazardous substances, (2) participation in the planning process by facilities storing or using hazardous substances, and (3) notifications to the commission or committee of releases of specified hazardous substances. It also provides for mechanisms to provide information on hazardous chemicals and emergency plans for hazardous chemical events to the public.

TRANSFER OF COMMAND – A change in command that may be made because a senior person in the established chain of command arrives at a command center, or because of a shift change. Normally, before the incoming commander assumes command, he or she would take the following steps:

- ◆ The incoming commander should, if at all possible, personally perform an assessment of the incident situation with the existing commander.
- ◆ The incoming commander must be adequately briefed. The current commander, in a face-to-face setting should conduct this briefing if possible, which should address: Incident history, priorities and objectives, current plan, resource assignments, incident organization, resources ordered/needed, facilities established, status of communications, any constraints or limitations, incident potential, and delegations of authority.
- ◆ After the incident briefing, the incoming commander should determine an appropriate time for transfer of command.
- ◆ At the appropriate time, notice of change in command should be made to the department control center, General Staff members, Command Staff members, and all incident personnel.
- ◆ The incoming commander may give the previous commander another assignment within the incident organization. There are several advantages for doing this, which may be: this person's first-hand knowledge of the incident situation and scene, and in some cases as a practical opportunity to broaden experience. It should be recognized that transition of command on an expanding incident is the norm, and should never be arbitrarily misread for a lack of confidence in the person ceding command.

UNIFIED AREA COMMAND – A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See definitions for Area Command and Unified Command).

UNIFIED COMMAND – A unified team that allows all agencies with responsibility for the incident, either geographic or functional, to manage an incident by establishing a common set of incident objectives and strategies without relinquishing agency authority, responsibility, or accountability.

UNIT – The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

UNITY OF COMMAND – The concept by which each person within an organization reports to one and only one designated person.

URBAN SEARCH AND RESCUE TASK FORCE – A 65-member organization sponsored by FEMA in support of Federal Response Plan ESF-9 (Urban Search and Rescue) that is trained and equipped to conduct heavy urban search and rescue and is capable of being deployed to any disaster site nationwide, including US territories and commonwealths. Task Force functions are to locate, extricate, and provide for immediate medical treatment of victims trapped in collapsed or damaged structures.

WEAPON OF MASS DESTRUCTION (WMD) – Title 18, U.S.C. 2332a, defines a weapon of mass destruction as (1) any destructive device as defined in section 921 of this title, [which reads] any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, missile having an explosive or incendiary charge of more than one-quarter ounce, mine or device similar to the above; (2) poison gas; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

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## DISASTER RECOVERY PLAN CHECKLIST

- ☐ Identify and Define Recovery Activities:
  - ◆ Short-term recovery
  - ◆ Long-term recovery
- ☐ Describe the organizational structure for recovery operations (refer to Concept of Operations):
  - ◆ Incident Command System (ICS)
  - ◆ Disaster recovery coordination and other functions
- ☐ List recovery activities assigned to each unit or section of the organizational structure, including:
  - ◆ Liaison with State and Federal governments
    - ❖ Individual Assistance
    - ❖ Public Assistance
    - ❖ Hazard Mitigation
  - ◆ Liaison with voluntary agencies (VOLAGs)
  - ◆ Liaison with private sector (business and industry)
    - ❖ Assess usable business locations, establishments
    - ❖ Identify government/private assistance to aid impacted businesses
    - ❖ Determine new types of construction to use in repairing and rebuilding damaged firms
    - ❖ Identify building and construction issues
      - Compliance with revised building codes
      - Compliance with construction standards that takes into account future disaster assistance criteria from Federal/State agencies
    - ❖ Seek sources of financial assistance to
      - Assist return of existing businesses
      - Attract new businesses
    - ❖ Analyze major employers' likelihood of return; when they will return and at what capacity
      - Tourist/visitor facilities
      - Banking/financial institutions
      - Agricultural, ornamental nursery products
      - Commercial, retail establishments
      - Other major employers
    - ❖ Plan for economic base and job generation activities:
      - Appoint Economic Recovery Coordinator
      - Determine need for emergency loan program
      - Implement emergency loan program
      - Form or activate local economic development authority
      - Participate in rebuilding efforts
    - ❖ If necessary, seek consultant and other specialists to assist in pursuing Federal and other assistance sources to small businesses

- ❑ Include Public Information and Outreach:
  - ◆ Liaison with community organizations
    - ❖ Chamber of Commerce
    - ❖ Downtown Association
    - ❖ Neighborhood Councils
    - ❖ Other civic organizations
  - ◆ Use Emergency Resource Center, Citizens Service Bureau, Public Access Network (PAN), and TVSea for answering questions regarding:
    - ❖ Debris removal information
    - ❖ Contractor fraud
    - ❖ Insurance problems
    - ❖ Housing needs
    - ❖ FEMA issues
    - ❖ Permits and inspections
    - ❖ Abandoned homes
    - ❖ Elevation requirements
    - ❖ Business assistance
    - ❖ Schedule and location of:
      - Community forums and workshops
      - Recovery forums
      - Hazard preparedness workshops
      - Town Hall meetings
      - Housing opportunity/re-housing workshops
  - ◆ Prepare/distribute news releases and advisory notices
  - ◆ Special Events:
    - ❖ “Take a break” events
    - ❖ Children oriented activities
    - ❖ Anniversary celebration
    - ❖ Groundbreakings
  - ◆ Media relations
  - ◆ Speaking engagements
    - ❖ County/City Council meetings
    - ❖ Congressional hearings
    - ❖ Workshops
    - ❖ Conferences
  - ◆ Special needs populations
    - ❖ Social service agencies
    - ❖ Outreach to elderly and people with disabilities

- ☐ Address Safety and Security Concerns:
  - ◆ Curfew
  - ◆ Re-entry
  - ◆ Hazardous materials
  - ◆ Arson control
  - ◆ Traffic control
  - ◆ WSHA and DOE regulations
- ☐ Include Debris Management Issues:
  - ◆ Removal
  - ◆ Reduction
  - ◆ Disposal
- ☐ Assess Public Health Needs:
  - ◆ Water quality and supply
  - ◆ Soil contamination
  - ◆ Waste water disposal
  - ◆ Animal control
  - ◆ Vector control
  - ◆ Immunization
  - ◆ Testing
- ☐ Identify Issues and Priorities for Restoration of Essential Services:
  - ◆ Electricity
  - ◆ Gas
  - ◆ Water
  - ◆ Sewer
- ☐ Identify Potential Transportation Issues:
  - ◆ Roadways
  - ◆ Bridges
  - ◆ Roadway lighting
  - ◆ Traffic signals
  - ◆ Traffic signs
  - ◆ Waterways and port facilities
  - ◆ Tunnels
  - ◆ Railroad tracks
  - ◆ Airports
- ☐ Describe Procedures for Conducting Damage Assessment:
  - ◆ Preliminary Damage Assessment (PDA)
  - ◆ Disaster Survey Reports (DSRs)

- ❑ Address Building Inspection:
  - ◆ Assess capability to handle increased work load
    - ❖ Increase staff levels
    - ❖ Establish “Fast Track” permitting process
    - ❖ Open satellite zoning service offices
  - ◆ Examine/revise building codes and standards to meet established requirements regarding resistance to damage
  - ◆ Enforce codes and standards for new residential and business units to be constructed
  - ◆ Establish/implement program on non-conforming
  - ◆ Establish policy/program on abandoned or unsafe structures
    - ❖ Clean/secure demolition program
    - ❖ Code enforcement sweeps
  - ◆ Identify and evaluate alternative types of construction
  - ◆ License and monitor building contractors conducting both repair work and new construction
  - ◆ Implement established building permit process
    - ❖ Initial building moratorium
    - ❖ Damaged structure moratoria
    - ❖ Emergency permitting system
    - ❖ Permitting temporary structures
  - ◆ Determine how construction fraud will be handled
  - ◆ Construction fraud task force
  - ◆ Determine if/how volunteers may be used to augment contractors in rebuilding residents having no insurance coverage or are underinsured
  - ◆ Determine mitigation measures to take or to comply with Federal, State, or local law during reconstruction
    - ❖ Revised building codes
    - ❖ Build-back policy
    - ❖ Mobile home construction standards
- ❑ Include Recovery Planning:
  - ◆ Establish redevelopment priorities
  - ◆ Examine/revise existing plans or initiate redevelopment plans for badly damaged areas of the community:
    - ❖ Neighborhood redevelopment plans
    - ❖ Regional development plans
    - ❖ Tourist/convention attraction recovery plan
  - ◆ Recovery databases
    - ❖ Geographical Information System (GIS)
    - ❖ Hot Sites
    - ❖ Mirrored Server Sites

- ❖ Backup Tapes
- ◆ Identify environmental issues and requirements
  - ❖ Air quality
    - Open air burning
    - Air curtain incineration
  - ❖ Natural resources
    - Wildlife
    - Fish
    - Plants
  - ❖ Re-vegetation
  - ❖ Native species policy
    - Exotic species policy
  - ❖ Beach/shoreline management:
    - Beach re-nourishment
    - Dune replenishment
    - Re-vegetation
  - ❖ Wetland revitalization
  - ❖ Historic preservation
  - ❖ Recreation management
- ❑ Cover Resource Management:
  - ◆ Resource identification
  - ◆ Resource distribution
- ❑ Identify Telecommunications Requirements:
  - ◆ Radios
  - ◆ Cell Phones
  - ◆ Pagers
  - ◆ Laptops
- ❑ Establish Housing Needs:
  - ◆ Assess usable housing stock
  - ◆ Sources of housing units
  - ◆ Rental units
  - ◆ Mobile homes and parks
  - ◆ Development of low and moderate income units
- ❑ Establish Documentation Procedures:
  - ◆ Time and payroll
  - ◆ Material
  - ◆ State and Federal assistance forms



- ❑ Identify Legal Issues:
  - ◆ Legal counsel
  - ◆ Ordinance review and development
- ❑ Address Financial Issues:
  - ◆ Estimate remaining tax base
  - ◆ Revise estimates of revenue
  - ◆ Estimate costs of disaster-generated projects and activities
  - ◆ Identify likely source of disaster funds
    - ❖ Community Development Block Grant
    - ❖ FEMA reimbursement for community losses
    - ❖ Other Federal and State aid
  - ◆ Project budget for coming year(s)
  - ◆ Identify new sources of revenue
    - ❖ Tax increase
    - ❖ Bond issue
    - ❖ Private funds
    - ❖ Recovery trust fund(s)
    - ❖ Economic development administrative grants
  - ◆ Coordinate use of public and private funding sources
    - ❖ Include provisions for a recovery task force.

### FEDERAL ASSISTANCE PROGRAMS

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Emergency Haying and Grazing	Dept. of Agriculture (USDA), Farm Service Agency (FSA)	Emergency authority to harvest hay or to graze land devoted to conservation and environmental uses under the Conservation Reserve Program.	AWD	I/B
Emergency Loans	USDA, FSA	Low-interest loans to family farmers and ranchers for production losses and physical damage.	PD; designated by Secretary of Agriculture or Administrator, FSA (physical losses only).	I/B
Noninsured Crop Disaster Assistance Program	USDA, FSA	Direct payments to reduce financial losses resulting from a natural disaster that causes production loss or prevents planting of crops grown commercially for food or fiber, for which Federal crop insurance is not available.	AWD	I
Emergency Conservation Program	USDA, FSA	Cost-share payments to rehabilitate farmlands damaged by natural disasters and to carry out emergency water conservation or water-enhancing measures during times of severe drought, in cases when the damage or drought is so severe that Federal assistance is necessary.	AWD	I/B
Agricultural Marketing Transition Act (AMTA) Program	USDA, FSA	Direct payments to eligible producers of program crops that comply with AMTA requirements.	AWD	I/B
Conservation Reserve Program (CRP)	USDA, FSA	Voluntary program that offers annual rental payments, incentive payments for certain activities, and cost-share assistance to establish approved cover on eligible cropland.	AWD	I/B
Farm Operation Loans	USDA, FSA	Loans and loan guarantees to be used for farm operating costs.	N/P	I
Farm Ownership Loans	USDA, FSA	Direct loans, guaranteed loans, and technical assistance for farmers in acquiring or enlarging farms or ranches; making capital improvements; promoting soil and water conservation; and paying closing costs.	AWD	I
Emergency Food Assistance (Emergency Food Stamp and Food Commodity Program)	USDA, Food and Nutrition Service (FNS)	Direct payments to States for specified uses.	PD; declaration by the Secretary of Agriculture.	S/I

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Food Distribution	USDA, FNS	Donations of USDA-purchased food.	PD; declaration by Secretary of Agriculture and compliance with eligibility criteria.	F/S/L/N
Emergency Watershed Protection (EWP)	USDA, Natural Resources Conservation Service (NRCS)	Direct payments and technical assistance to install structural and nonstructural measures to relieve imminent threats to life and/or property, and to purchase floodplain easements. Technical assistance such as site evaluations, design work, and installation inspections also are provided through the program.	AWD; triggered by NRCS State Conservationist.	S/L/N/B/I
Water Resources	USDA, NRCS	Project grants for the installation of preventive measures such as dams, channels, flood warning systems, purchasing easements, floodplain delineation, and land treatment. Advisory and counseling services also are available.	N/P	S/L/N
Resource Conservation and Development (RC&D)	USDA, NRCS	Technical assistance and loans to finance local project costs. Projects may include land and water conservation, resource improvements, recreational development, and waste disposal projects.	AWD	L/N
River Basin Project	USDA, NRCS	Technical assistance. Special priority is given to projects designed to solve problems of upstream rural community flooding, water quality improvement that comes from agricultural nonpoint sources, wetlands preservation, and drought management for agricultural and rural communities. Special emphasis is placed on helping State agencies develop strategic water resource plans.	AWD; triggered by NRCS State Conservationist.	F/S/L
Soil Survey	USDA, NRCS	Technical assistance. Objective is to maintain up-to-date, published surveys (and soil survey data in other formats) of counties or other areas of comparable size for use by interested agencies, organizations, and individuals; and to assist in the use of this information.	N/P	S/L/N/B/I
Federal Crop Insurance Program	USDA, Risk Management Agency (RMA)	Direct payments of insurance claims. Insurance against unavoidable causes of loss such as adverse weather conditions, fire, insects, or other natural disasters beyond the producer's control.	No activating mechanism is needed, but availability is based on crop-specific sales, closing dates, and the availability of crops in particular counties.	I
Business and Industrial Loan Program (B&I)	USDA, Rural Business Service	Guaranteed and direct loans up to \$10 million. Possible disaster uses include drilling wells, purchasing water, or tying into other water programs.	AWD	B/N/T and public bodies

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Farm Labor Housing and Grants	USDA, Rural Housing Service (RHS)	Loans and grants to provide housing and related facilities for domestic farmers.	No deadlines.	I/B
Rural Housing Site Loans	USDA, RHS	Loans for the purchase and development of housing and necessary equipment that becomes a permanent part of the development (e.g., water and sewer lines).	AWD	N
Rural Rental Housing Loans	USDA, RHS	Loans for the purchase, building, or repair of rental housing. Funds can also be used to provide water and waste disposal systems.	AWD	I/S/L/B
Emergency Community Water Assistance Grants (ECWAG)	USDA, Rural Utilities Service (RUS)	Project grants to help rural residents obtain adequate water supplies.	PD	S/L/N
Water and Waste Disposal Loans and Grants	USDA, RUS	Project grants and direct and guaranteed loans to develop, replace, or repair water and waste disposal systems in rural areas and towns having populations of 10,000 or less.	AWD	L/N/T
Voluntary Organizations Recovery Assistance	American Red Cross, Mennonite Disaster Service, Salvation Army, and member organizations of the National Voluntary Organizations Active in Disaster	Mass care (shelter and feeding), welfare inquiries, health and mental health services, child care, home repairs (labor and funding), emergency communications, debris removal, burn services, cleaning supplies, personal property, distribution of supplies, transportation, loan personnel, and other specialized programs and services.	Disaster event.	I
Economic Adjustment Program – Disaster Economic Recovery Assistance	Dept. of Commerce (DOC), Economic Development Administration (EDA)	Planning and technical assistance grants to State and local governments for strategic recovery planning and implementation to focus on job retention/creation to help offset the economic impacts of a major disaster.	PD; requires supplemental appropriation (SA).	S/L/N/T
Economic Adjustment Program – Disaster Economic Recovery Assistance	DOC, EDA	Revolving loan fund grants to State and local governments to provide a source of local financing to support business and economic recovery after a major disaster where other financing is insufficient or unavailable.	PD; SA	S/L/N/T

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Economic Adjustment Program – Disaster Economic Recovery Assistance	DOC, EDA	Infrastructure construction grants to address local recovery implementation needs for new or improved publicly owned infrastructure after a major disaster, support job creation and retention, leverage private investment, and help accelerate and safeguard the overall economic recovery of the disaster-impacted area.	PD; SA	S/L/N/T
Corporation for National Service (CNS) Programs	CNS	Volunteers of all ages/backgrounds provide short/long-term response and recovery assistance. They are available through the community or national deployment.	PD	F/S/NT
Beach Erosion Control Projects	Dept. of Defense (DOD), U.S. Army Corps of Engineers (USACE)	Specialized services. USACE designs and constructs the project.	Decision of the Chief of Engineers.	S/L
Emergency Rehabilitation of Flood Control Works or Federally Authorized Coastal Protection Works	DOD, USACE	Specialized services to assist in the repair and restoration of public works damaged by flood, extraordinary wind, wave, or water action.	Approval by HQ USACE.	S/L/N/I
Emergency Water Supply and Drought Assistance Programs	DOD, USACE	Emergency supplies of clean drinking water for human consumption and construction of wells.	Assistant Secretary of the Army for Civil Works designates the area as	L
Flood and Post-Flood Response Emergency Operations	DOD, USACE	Specialized services, such as flood fighting and rescue, protection of federally constructed shore or hurricane projects, and postflood response assistance.	Designation by USACE district commander.	S/L
Water-course Navigation: Protecting, Cleaning, and Straightening Channels	DOD, USACE	Specialized services, such as clearing or removing unreasonable obstructions to navigation in rivers, harbors, and other waterways or tributaries.	Decision of the Chief of Engineers.	S/L

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Community Disaster Loan Programs	Federal Emergency Management Agency (FEMA)	Program provides loans not greater than 25% of the local government's annual operating budget.	PD	L
Cora C. Brown Fund	FEMA	Grants to disaster victims for unmet disaster-related needs.	PD, designation for individual assistance.	I
Crisis Counseling Assistance and Training Program (CCP)	FEMA; Dept. of Health and Human Services (HHS)	Grants to States providing for short-term counseling services to disaster victims.	Governor's request.	I, via S
Fire Suppression Assistance Program	FEMA	Project grants. FEMA approves a grant to a State on the condition that the State takes measures to mitigate natural hazards, including consideration of nonstructural alternatives.	Decision by FEMA.	S
Hazard Mitigation Grant Program (HMGP)	FEMA	Project grants to implement hazard mitigation plans and prevent future loss of lives and property.	PD	L/N, via S
Individual and Family Grant (IFG) Program	FEMA	Grants to individuals administered by the State. Objective is to provide funds for the expenses of disaster victims that cannot be met through insurance or other assistance programs.	PD, designation for individual assistance. Requires specific request by State Governor.	I, via S
Legal Services	FEMA	Free legal advice and referrals. Assistance includes help with insurance claims, counseling on landlord-tenant and mortgage problems, assistance with home repair contracts and consumer protection matters, replacement of legal documents, estate administration, preparation of guardianships and conservatorships, and referrals.	PD, designation for individual assistance.	I
National Flood Insurance Program (NFIP)	FEMA	Insurance benefits against losses from floods, mudflow, or flood-related erosion.	AWD	I/B/S
NFIP Community Assistance Program	FEMA	Grants to States for technical assistance to resolve floodplain management issues.	AWD	S/L
Public Assistance Program	FEMA	Project grants. Funds can be used for clearing debris, emergency measures, and repairing or replacing damaged structures, roads, utilities, public buildings, and infrastructure.	PD, designation for public assistance.	L/N, via S



Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Disaster Housing Program	FEMA	Direct-payment grants and services. Grants include transient accommodation reimbursement, and home repair, rental, and mortgage assistance. Services may include a mobile home.	PD, designation for individual assistance.	I
Regulatory Relief for Federally Insured Financial Institutions	Federal Deposit Insurance Corporation (FDIC) and other Federal regulatory agencies	Specialized services. Supervisory agencies can grant regulatory relief to insured institutions. Regulatory relief includes lending assistance, extensions of reporting and publishing requirements, waivers from appraisal regulations, and implementation of consumer protection laws.	PD; other disaster that affects the ability of a federally insured financial institution to provide normal services.	N/B
Donation of Federal Surplus Personal Property	General Services Administration (GSA)	Donations of surplus personal property to eligible recipients.	N/P	S/L/N/public airports
Disposal of Federal Surplus Real Property	GSA	Sale, exchange, or donations of property and goods.	N/P	S/L/N
Disaster Assistance for Older Americans	HHS, Administration on Aging	Direct payments to State agencies focused on aging-related services.	PD	I, via S
Mental Health Disaster Assistance	HHS, Public Health Service	Project grants to provide emergency mental health and substance abuse counseling to individuals affected by a major disaster.	Supplemental appropriation by Congress relating to PD.	I, via S
Community Development Block Grant (CDBG) Program – Entitlement Grants	Dept. of Housing and Urban Development (HUD), Community Planning and Development (CPD)	Formula grants to entitlement communities. Preferred use of funding is for long-term needs, but funding may also be used for emergency response activities.	Supplemental appropriation by Congress relating to PD.	L
CDBG – State's Program	HUD, CPD	Formula grants to States for non-entitlement communities. Preferred use of funding is for long-term needs, but funding may also be used for emergency response activities. States establish methods of fund distribution.	Supplemental appropriation by Congress relating to PD.	L, via S

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Mortgage Insurance for Disaster Victims Program (Section 203 (h))	HUD	Provides mortgage insurance to protect lenders against the risk of default on loans to qualified disaster victims whose homes are located in a presidentially designated disaster area and were destroyed, requiring reconstruction/replacement. Insured loans may be used to finance the purchase or reconstruction of a one-family home that will be the principal residence of the homeowner.	PD	I
Reclamation States Emergency Drought Relief Act of 1991	Dept. of the Interior (DOI), Bureau of Reclamation	Loans, grants, use of facilities, construction, management and conservation activities, and purchase of water for resale or for fish and wildlife services. Temporary drought assistance may include the drilling of wells, installation of equipment, improved reporting of conditions.	Request for drought assistance and approval by Commissioner of Reclamation.	F/S/N/I
Disaster Unemployment Assistance (DUA)	Dept. of Labor (DOL); FEMA	Direct payments of DUA benefits and reemployment assistance services. Objective is to provide assistance to individuals who are ineligible for regular unemployment compensation programs and who are left jobless after a major disaster.	PD, designation for individual assistance. PD may be limited to DUA only.	I, via S
Employment: Job Training Partnership Act (JTPA) National Reserve Emergency Dislocation Grants	DOL, Employment and Training Administration	Program provides States with grant money to provide individuals with temporary jobs and/or employment assistance.	PD	I, via S
Price Anderson Act	American Nuclear Insurers and Nuclear Regulatory Commission (NRC) (for commercial nuclear power plants); Dept. of Energy (for DOE facilities)	Payment of liability claims that arise from a nuclear power reactor accident. Insurance-provided assistance may compensate victims for increased living expenses after an evacuation, unemployment, business losses, environmental cleanup, reduced property values, and costs associated from bodily injury.	AWD	I
Price Anderson Act	NRC	Insurance reimburses States and municipalities for costs necessarily incurred in providing emergency food, shelter, transportation, or police services in evacuating the public after a nuclear power reactor accident.	AWD	S/L

Program	Agency	Assistance Provided	Activating Mechanism	Eligibility
Economic Injury Disaster Loans (EIDLs)	Small Business Administration (SBA)	Direct long-term, low-interest loans to small businesses and agricultural cooperatives. Loans are only available to applicants with no credit available elsewhere, and the maximum amount of an EIDL is \$1.5 million.	PD; declaration of a disaster by the Secretary of Agriculture and/or SBA-declared disaster.	B
Physical Disaster Loans (Business)	SBA	Direct long-term, low-interest loans to businesses and nonprofit organizations. Loans provided to repair or replace uninsured property damages caused by disasters. Loans limited to \$1.5 million.	PD or SBA declaration.	N/B
Physical Disaster Loans (Individual)	SBA	Direct long-term, low-interest loans to homeowners and renters to repair or replace uninsured damages caused by disasters to real and personal property. Loan amounts limited to \$200,000 to repair or replace real estate, and to \$40,000 to repair or replace personal property.	PD or SBA declaration.	I
Social Security Assistance	Social Security Administration (SSA)	Advisory and counseling services to process SSA survivor claims, assist in obtaining necessary evidence for claim processing, resolve problems involving lost or destroyed SSA checks, and reprocess lost or destroyed pending claims.	PD; AWD	I
International Donations	Dept. of State	Donations including goods and cash.	Request for international coordination assistance from FEMA's Donations Coordinator.	I
Transportation: Emergency Relief Program	Dept. of Transportation (DOT), Federal Highway Administration (FHWA)	Formula and project grants to repair roads. FHWA can provide: (1) up to \$100 million in funding to a State for each natural disaster or catastrophic failure; and (2) up to \$20 million in funding per year for each U.S. territory. Special legislation may increase the \$100 million per State limit.	PD; AWD	F/S
Alcohol and Tobacco Tax Refund	Dept. of the Treasury, Bureau of Alcohol, Tobacco, and Firearms	Specialized services to provide Federal alcohol and tobacco excise tax refunds to businesses that lost assets in a disaster.	PD	B
Savings Bonds Replacement or Redemption Program	Treasury, Bureau of Public Debt	Specialized services. Bureau of Public Debt expedites replacement of U.S. Savings Bonds lost or destroyed as a result of a disaster.	PD	I
Taxes: Disaster Assistance Program	Treasury, Internal Revenue Service (IRS)	Advisory and counseling services. IRS provides information about casualty loss deductions, claim procedures, and reconstruction of lost financial records.	PD	I/B

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## WEAPONS OF MASS DESTRUCTION RESPONSE RESOURCES

### State Resources

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#### **Weapons of Mass Destruction Civil Support Team (WMD CST)**

- a. Assesses suspected nuclear, biological, chemical, or radiological events in support of the local incident commander.
- b. Advises civilian responders regarding appropriate actions.
- c. Facilitates requests for assistance to expedite arrival of additional state and federal assets to help save lives, prevent human suffering, and mitigate significant property damage.
- d. Maintains a 24-hour on-call readiness posture and the ability to deploy required assets within four hours of notification, when tasked by the Governor.

### Federal Resources

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#### **1. Agency for Toxic Substances and Disease Registry (ATSDR)**

This is a unit of the Department of Health and Human Services that is available to assess public health threats posed by an incident, provide advice on personnel protective measures within the response area, respond to health complaints, and provide advice on incident area resident relocation. ATSDR members are located in each EPA regional office and are accessed through the EPA On-Scene Coordinator. The ATSDR Web site is <http://www.atsdr.cdc.gov/atsdrhome.html>.

#### **2. Chemical/Biological Rapid Deployment Team (CBRDT)**

This is a chemical and biological terrorist incident response team providing medical and health care, technical assistance, radiological and environmental monitoring, and explosive disposal. The team consists of members from the Public Health Service (PHS), DOD, EPA, and DOE. PHS is the lead agency.

#### **3. Department of Energy Accident Response Group (ARG)**

DOE technical and scientific experts and contractor personnel responsible for providing DOE's response to peacetime accidents and significant incidents involving nuclear weapons anywhere in the world. The DOE Web site for Counterterrorism and Incident Response is <http://www.llnl.gov/nai/rdiv/rdiv.html>.

#### **4. Department of Energy Aerial Measuring System (AMS)**

This system uses aircraft (helicopters and fixed wing) located in Washington DC and Las Vegas, Nevada, to respond to radiological emergencies. Its capabilities include aerial search and photographic surveys, radiation (using gamma spectroscopy) and multi-spectral scanning surveys, and real-time radiological aerial air sampling.

#### **5. Department of Energy National Atmospheric Release Advisory Capability (NARAC)**

The NARAC is a formally recognized national emergency response service for real-time assessment of atmospheric releases involving nuclear, chemical, biological, or natural hazardous material. Within minutes to hours of a release, NARAC can map the probable spread of contamination and the resulting exposure. NARAC's primary function is to support the Department of Energy and the Department of Defense for radiological releases. Under the Federal Radiological Emergency Response Plan, it also assists several other federal agencies and, with the approval of DOE, it supports local, state, and international agencies' responses to natural and anthropogenic releases. Since 1979, NARAC has supported more than 900 exercises and over 160 alerts, accidents, and disasters involving radiological and chemical releases. This resource provides real-time computer predictions of the dispersion of radioactivity from a nuclear incident. It provides maps showing accumulated dose, airborne concentra-



tion, and contamination distribution. This response is located at Lawrence Livermore National Laboratory in Livermore, California. The NARAC Web site is <http://www.es.llnl.gov/arac.html>.

**6. Department of Energy Nuclear Emergency Search Team (NEST)**

The NEST provides deployable search, identification, diagnostic, disablement, damage mitigation, and other specialized support capabilities in response to lost or stolen nuclear weapons and special nuclear materials that pose a nuclear explosive and/or radiation dispersal threat.

**7. Department of Energy Nuclear/Radiological Advisory Team (NRAT)**

The NRAT provides technical advice, emergency response, and follow-on expertise to the FBI OSC. The NRAT maintains a quick readiness posture to provide nuclear and radiological data collection and technical advice and recommendations to the lead federal agency. The NRAT is the DOE component of the interagency advisory team, the DEST.

**8. Department of Energy Radiological Assistance Program (RAP)**

The RAP provides expertise to state and local agencies to help mitigate the consequences of a radiological incident or emergency. This unit is DOE's initial radiological emergency responder. It can assist in identifying the presence of radioactive contamination on personnel and equipment, and at the incident site. The RAP unit provides advice on personnel monitoring, decontamination, and material recovery. Its equipment includes hand-held radiation detectors, air monitors, anti-contamination clothing, and communications equipment.

**9. Disaster Medical Assistance Teams (DMAT)**

In addition to teams located in the state of Washington, other DMAT teams from around the country can be activated and deployed by the federal government to respond to incidents in Washington. These are volunteer, federal response, medical teams that can mobilize and arrive at the incident scene within six-to-twelve hours. These teams are federalized upon activation by FEMA. There are four levels of DMAT response. Level One is the actual response of a team with up to 20 members. Level Two is a response of a tailored team of personnel and equipment. Level Three is a local response and Level Four is an information only type response. A Disaster Mortuary Team (DMORT) is a specialized DMAT consisting entirely of mortuary professionals.

**10. Domestic Emergency Support Team (DEST)**

The DEST is a specialized interagency U.S. government team designed to expeditiously provide expert advice, guidance, and support to the FBI OSC. This advice specifically relates to providing information on the capabilities support agencies can provide to mitigate the crisis. The DEST also coordinates follow-on assets when requested by the SAC. DEST also provides a limited operational capability with its scientific analysis component which can be deployed to rapidly access potentially contaminated sites, collect samples, and conduct nuclear and radiological searches.

**11. Environmental Response Team (ERT)**

The ERT has expertise in treatment technology, biology, chemistry, hydrology, geology, and engineering. The ERT provides access to special decontamination equipment for chemical releases and advice to the federal on-scene coordinator in hazard evaluation, risk assessment, multimedia sampling and analysis program, on-site safety, clean-up techniques and priorities, water supply decontamination and protection, application of dispersants, environmental assessment, degree of cleanup required, and disposal of contaminated material. The ERT Web site is <http://www.epa.gov/oerrpage/superfund/programs/ert/index.htm>.

**12. Federal On-Scene Coordinator (FOSC)**

The FOSC for inland areas is the EPA. The Coast Guard is the designated FOSC for coastal and/or major navigable waterways. The FOSC coordinates all federal environmental containment removal, disposal efforts, and resources during an incident.

### **13. Federal Radiological Monitoring and Assessment Center (FRMAC)**

This center, managed by DOE out of its Nevada Operations Office, coordinates federal off-site radiological monitoring and assessment activities for a nuclear incident. It coordinates all federal off-site monitoring and assessment activities in support of local and state responders and is the lead federal agency in the event of a major radiological emergency. It provides the lead federal agency and the state with coordinated and quality controlled evaluation and interpretation of radiological monitoring and assessment data.

### **14. Joint Technical Operations Team (JTOT)**

The JTOT provides advanced technical capabilities to move or neutralize nuclear weapons. The JTOT activities consist of advanced technical activities to reduce the yield of the device, and make the device explosively and electrically safe, as well as demilitarization and disassembly operations to make the device nuclear safe.

### **15. Lincoln Gold Augmentation Team (LGAT)**

The LGAT provides expert technical advice concerning diagnostics, render safe procedures, weapons analysis, and device modeling and effects prediction to deployable US military Explosive Ordnance Disposal (EOD) operators in Special Mission Units. The LGAT receives support from a Home Team at the DOE weapons laboratory.

### **16. National Disaster Medical System (NDMS)**

The National Disaster Medical System (NDMS), a nationwide medical mutual aid network between the federal and non-federal sectors that includes medical response, patient evacuation, and definitive medical care. At the federal level, it is a partnership between HHS, the Department of Defense (DOD), the Department of Veterans Affairs (VA), and FEMA. This system includes the DMAT and the National Medical Response Teams (NMRT) and can be accessed in response to terrorist incidents through FEMA.

### **17. National Medical Response Teams (NMRT)**

This is an augmented DMAT that is specially trained and equipped to respond to terrorist incidents and deployable to assist local response efforts within a short time frame. NMRTs are capable of providing victim decontamination, medical triage, initial treatment, and, limited, extraction capability. Three NMRTs are fully deployable and are based in Los Angeles, California; Denver, Colorado; and Winston-Salem, North Carolina. An additional NMRT is dedicated to service the National Capital area.

### **18. Radiation Emergency Assistance Center/Training Site (REAC/TS)**

An on-call, team of physicians, health physicists, coordinators, and support staff located at Oak Ridge Associated Universities who can provide consultation or direct medical and radiological assistance in the field. Specific areas of expertise include medical and radiological triage, decontamination procedures and therapies, diagnostic and prognostic assessments of radiation injuries, and radiation dose estimates. The REAC/TS Web site is <http://www.ornl.gov/ehsd/reacts.htm>.

### **19. Radiological Emergency Response Teams (RERTs)**

EPA's Office of Radiation Programs (ORP) can provide response and support for incidents or sites containing radiological hazards. Expertise is available in radiation monitoring, radionuclide analysis, radiation health physics, and risk assessment. RERTs can provide on-site support, including mobile monitoring laboratories for field analysis of samples and fixed laboratories for radiochemical sampling and analysis. Request for support may be made 24-hours a day via the National Response Center (NRC) or directly to the EPA Radiological Response Coordinator in the Office of Radiation Programs. The RERT Web site is <http://www.epa.gov/radiation/rert/ready.htm>.

## **20. Response Task Force-West (RTF-W)**

This is a US 5<sup>th</sup> Army Command and Control unit responsible for providing coordination of all Department of Defense assets that may respond to a request for assistance from the FBI and/or FEMA. It will use Defense Coordinating Officers (DCOs) and other personnel to provide military support to civilian authorities. The RTF-W is based at Fort Sam Houston in San Antonio, Texas.

## **21. Scientific Support Coordinators (SSC)**

The National Oceanic and Atmospheric Administration Scientific Support Coordinators are regionally located in eight Coast Guard Districts to facilitate close communications with federal OSCs. SSCs assist the federal OSC by providing expertise in environmental chemistry, oil slick tracking, pollutant transport modeling, and natural resources at risk. The SSCs are responsible for coordinating the flow of scientific advice to OSCs on spill response operations in coastal waters. Each regional SSC is available around the clock to respond immediately to pollution incidents and to commit additional HAZMAT technical resources. HAZMAT headquarters in Seattle provides additional support to the OSC through a centralized computer information system.

## **22. Superfund Technical Assistance and Response Team (START)**

A private contractor who provides technical assistance in the form of engineering, scientific, technical, managerial, administrative, and information management support for EPA's emergency response, removal, and prevention program.

## **23. US Army Medical Research Institute of Infectious Diseases (AMRIID)**

This laboratory is under the US Army Medical Research and Material Command, with capacity to respond to a threat or actual incident involving biological agents and materials. Its Aeromedical Isolation Team is composed of physicians, nurses, medical assistants, and laboratory technicians who are specially trained to provide care to and transport patients with disease caused by either biological warfare agents or by infectious diseases requiring high containment criteria. The AMRIID Web site is <http://www.battelle.org/sfrep/amriid.html>.

## **24. US Army Medical Research Institute of Chemical Defense (AMRICD)**

This laboratory is under the US Army Medical Research and Material Command and is responsible for the discovery, development, testing, and evaluation of medical treatments and material to prevent and treat casualties of chemical warfare agents. The AMRICD Web site is <http://www.battelle.org/sfrep/amricd.html>.

## **25. US Army Technical Escort Unit**

This unit provides worldwide escort, neutralization, disposal, and emergency response to toxic chemicals, munitions, and other hazardous materials. Its personnel are trained in chemical, biological, and explosive ordnance disposal operations.

## **26. US Coast Guard National Strike Force (NSF)**

(<http://www.uscg.mil/hq/nsfcc/nsfweb/index.html>)

The NSF is composed of the three USCG Strike Teams, including the Pacific Strike Team, and the National Strike Force Coordination Center. The Mission of the NSF is to assist FOSCs and Coast Guard Incident Commanders in their response and preparedness activities and to support the National Response System in order to minimize adverse impact to the public and reduce environmental damage.

## **27. US Coast Guard Pacific Strike Team (PST)**

Hamilton Field in Novato, California, is the home of the Pacific Strike Team (PST). The PST makes up one of three teams that comprise the National Strike Force. Their mission is threefold:

- a. To provide highly trained, rapidly deployable personnel and equipment to support FOSCs in preventing or reducing environmental damage from oil or hazardous material spills.

- b. Train FOSCs in spill response.
- c. Monitor or direct cleanup effort.

The PST works for both the USCG and EPA in an area of responsibility that stretches from the Rocky Mountains to the South Pacific and from the Arctic to the Antarctic. <http://www.uscg.mil/hq/pst/pst.htm>)

**28. US Coast Guard District Response Group (DRG)**

An entity within each USCG district that consists of combined USGC personnel and equipment made up of marine firefighting equipment from each port in the district, additional prepositioned response equipment, and a district response advisory team.

**29. US Marine Corps Chemical/Biological Incident Response Force**

This standing consequence management force is tailored to respond to terrorist initiated chemical and biological incidents.

**30. US Navy Medical Research Institute**

The Institute provides basic and applied research in infectious diseases and environmental medicine. The program has a deployable laboratory capability.

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Seattle Department of Transportation	6
Seattle Fire Department	6
Seattle Police Department	12
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Seattle Public Utilities	6
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Qwest	1
Washington State Hospital Association	1

## CIVIL EMERGENCY PROCLAMATIONS, EXECUTIVE ORDERS AND EOC BRIEFING CYCLE

### A. Purpose

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1. To explain the process used to prepare civil emergency proclamations and executive orders.
2. To explain the process used in the Emergency Operations Center (EOC) to collect, organize, analyze and prioritize emergency information, and to maintain a coherent EOC Consolidated Action Plan.

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- ◆ SMC Chapter 10.02, Civil Emergencies
- ◆ SMC Chapter 12A.26, Mayor's Emergency Powers

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- ◆ It is common for public reports (e.g., E9-1-1 calls) of an incident to be incomplete and even conflicting.
- ◆ In a large-scale event, normal telephone-services may be interrupted or the Primary Public Safety Answering Point may be overwhelmed with calls.
- ◆ Depending on the complexity of the incident it may take the Incident Commander some time to get an accurate picture of the total situation, to include all the requirements that will be needed to deal with the incident.
- ◆ Designated department control centers serve as a central venue for department managers to effectively supervise, control and support the department's overall response and recovery to any major incident or event.
- ◆ All public safety, health, transportation, utility, and general services departments have a duty to maintain the ready capacity to activate a control center, which is organized and equipped so that managers have the means to sort, interpret and validate, and correlate a rational context to information received from:
  - ✓ Field units,
  - ✓ Department facilities and functions,
  - ✓ Other departments and agencies,
  - ✓ The community, to include public and private sectors.

The overriding aim is to form a department-wide strategy and action plan that is predicated on the most current assessment of how the department views its overall situation. One that takes into account the scope of dynamic conditions and legal guidelines the department must react to and cope with, while clearly conveying the department's response and recovery goals and objectives, priorities, measured approach, and operational periods for applying available assets and capability. Finally, it must also identify and seek help with critical constraints and other issues that may be sensitive, controversial, onerous, exposure ridden, beyond the department's control or purview or outside the sanctioned authority of the department head.

- ◆ The key for those in the EOC and ultimately the Mayor to get reliable and timely information is for the department control centers to successfully perform assigned information management functions specified in the Basic Plan and this appendix.



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## A. General

1. Section VI of the Basic Plan gives the circumstances under which the Mayor may declare a “Civil Emergency” and use the executive’s special “emergency powers” to restore the peace, and/or counter threats to the public’s safety and welfare. In infrequent instances that can create sudden and extraordinarily heavy demands on City resources, such as a destructive earthquake or violent act of terrorism, the need for a proclamation is readily apparent. The full impact of most major emergencies and disasters, however, are not nearly so clear cut in the immediate aftermath and can require a more deliberative process to fully understand all the ramifications involved.
2. Emergency information management plays a critical role in facilitating this process, which must stay current with changing conditions in an extended EOC activation. To highlight this transitive state of affairs the City’s method for doing this is called the EOC Briefing Cycle. Its primary purpose is to provide a flexible standard for synthesizing and refreshing substantive details, as soon as they become available from multiple sources, and to reformulate them into a proactive Consolidated Action Plan and meaningful executive summaries. Each summary or Mayor’s Briefing, which normally covers a single 4-8 hour operational period, is intended to capture a discreet snapshot of the City’s overall and cross-departmental situation.

Through this repetitive process, that is more thoroughly explained under Direction and Control (See next section), the Mayor is able to:

- ◆ Systematically consider relevant facts and issues — so decisions on how best to cope with an urgent and sometimes perilous situation can be made at the proper time.
- ◆ Document the options, reasoning and justification for Mayoral and department actions,
- ◆ Articulate what is known about the crisis at any particular time,
- ◆ Rally public confidence and support.

## B. Direction and Control

1. Proclamations and Executive Orders
  - a. The Mayor or any of those in the formal line of succession who are acting as Mayor are the only persons authorized to declare a “Civil Emergency”. Section 10.02.010 of the SMC makes this is a judgement call in an imminently foreseeable catastrophe or disaster or immediately after a sudden catastrophe or disaster, when it becomes apparent that extraordinary measures are required “to prevent the death or injury of persons and to protect the public peace, safety and welfare, and alleviate damage, loss, hardship or suffering”. In every case, the Mayor would be presented the rationale for a proclamation of “Civil Emergency” by the EOC Director, which would also require the activation of the EOC at a Level III Phase of Alert.
  - b. A proclamation template is maintained by the Law Department and is retrievable on the Emergency Management server. Once initial circumstances are known the Law Department representative in the EOC, assisted as necessary by Emergency Management staff, amends the template and under the supervision of the EOC Director briefs the Mayor. If the Mayor approves he initials the bottom of each page, completes the signature element and enters the date and time of his signature. To comply with Section 10.02.100 of the SMC, the Mayor shall cause the proclamation be delivered to the Governor, King County Executive and all print and broadcast media serving the City. He will also ensure that the Council President and the Council Chair of the Public Safety Committee are briefed.
  - c. Within 48 hours or, as soon as practical, the original proclamation shall be filed with the City Clerk for presentation to the City Council.

- d. Within 48 hours of its presentation to the City Council, the Council President shall endeavor to form a quorum to act on the proclamation, which may result in confirmation, modification or rejection. Any Council modification or rejection of the proclamation becomes prospective only.
  - e. Sometimes, as explained in Section IV of the Basic Plan under the heading Mayoral Prerogatives, the Mayor may be compelled to evoke the use of one or more of his 15 emergency powers. Should such action be required, either in conjunction with or after he has signed a proclamation of “Civil Emergency”, the Law Department EOC representative drafts one or more Executive Orders using the Law Department maintained template stored on the Emergency Management server. Following the practice noted above, the Law Department EOC representative under the supervision of the EOC Director briefs the Mayor. The Mayor indicates his approval by initialing the bottom of each page, signing the signature element, and entering the date and time of his signature.
  - f. The Mayor will ensure briefings of the Council President and Council Chair of the Public Safety Committee take place. He will also cause each and every Executive Order to be delivered to the Governor, County Executive and local media and the originals be filed with the City Clerk for presentation to the City Council within 48 hours or as soon as practical. Within 48 hours of the time of presentation to the Council, the Council President will endeavor to convene a quorum to consider each Executive Order together with the “civil rights protected statements” required by Section 10.02.025 of the SMC. They will then vote on each Executive Order to confirm, modify or reject. Any modification or rejection will be prospective only.
  - g. Once the extraordinary measures, which prompted the Mayor’s decision to declare a “Civil Emergency”, are alleviated the Mayor may issue a proclamation of “Termination of Civil Emergency”. It is also possible for the Council to terminate a “Civil Emergency” by resolution if passed by a vote of not less than 6 of its members. However, before the Council can curtail the Mayor’s proclamation it must first consult with the City’s Police and Fire Chiefs, the Public Health Director and the Emergency Management Director, i.e., to determine if there are any fiscal, public safety response or disaster recovery imperatives that would argue against such termination. The originals of the proclamation of “Termination of Civil Emergency” or the Council resolution of cancellation will be filed with City Clerk.
  - h. Copies of all Proclamations and Executive Orders will be kept under the custodial control of the Mayor’s Executive Assistant and the Emergency Management Director.
  - i. In no case shall the City Council have any authority, during an emergency proclaimed by the Mayor pursuant to the Charter of the City of Seattle, Article V, Section 2, to impair or void the Mayor’s direction to the Police Department during such emergency.
2. Three-Tiered Approach to Information Management and Decision-Making

- a. The first tier, and most closely involved in managing the incident or event, is the Incident or Area Command Post — where tactical plans and tactical decisions are made.

In holding to the tenets of the Incident Command System (ICS), the decision-making process begins with regular “Size-up” reports. These should come from at least the Operations and Logistics Section Chiefs, who pass along their insights on:

- ◆ The scope, seriousness and impact of problems they are combating.
- ◆ Attendant circumstances they must contend with.
- ◆ How they have applied available resources.
- ◆ What more needs to be done to resolve immediate and longer-term threat(s), shortages, restrictions, conflicts, and hardships?

With this information, the IC and Command Staff are able to measure, assess, and most importantly support the demands and dynamics of a situation that is typically fluid and evolving. The “Size-up” reports are also used by the Plans Section as source intelligence for forming and incidentally adapting the Incident Action Plan (IAP) — which is the IC’s primary tool for setting forth his or her overall direction for scene management. At the very minimum, the IAP must describe:

- ◆ Goals,
- ◆ Objectives,
- ◆ Priorities,
- ◆ Organization,
- ◆ Assignments,
- ◆ Strategy, which should be based on existing pre-plans, hazard specific plans, protocols and operating procedures,
- ◆ Operational periods for stabilizing and containing the incident and bringing all aspects under control.

All of this information must be shared with the lead agency's department control center, which is responsible for supporting the Incident Commander and in further directing how the department will concurrently maintain essential services citywide. If an incident results in a multi-agency response, the other departments that provide aid to the Incident Commander must similarly keep their control centers informed.

- b. The second tier of command and control is the department control center, which should be considered the principal broker of information – ***and thus the pivotal intervening layer between the Incident Command Post and the EOC.*** The Basic Plan in Section IV under the heading Direction and Control lists the basic duties of the control center. It must be recognized, however, that when a major incident occurs there is a sudden spike in the demands placed on department dispatch centers. Depending on the scale of the incident and the time of day and week, the staffing patterns of most dispatch centers have a finite capacity to absorb the additional workload. Whenever, or preferably before, this limit is reached the department will activate its designated control center.

Experience has shown that for a control center to function efficiently it must be administered by senior supervisors and managers. Why? Because these are the people best suited to analyze the overall business and human impacts of the situation. They are also the ones with the requisite skills, experience and authority to rapidly adjust department goals and strategies. Likewise, they can directly support or directly commit the full use of department assets and capabilities to resolve the most pressing issues and concerns facing the entire department, or to interact with or support another department.

Without fail, the pursuit of any of these actions must revolve around a congruent system for information management, which enables timely analysis and decision-making inside and jointly across departments. Toward this end the Size-up Summary Report (Tab A) was devised as a means of clarifying and organizing the various categories of managerial information needed when the City is confronted with a major incident or event.

This report is prepared by the control center and sent electronically to the department's EOC representative at specified intervals for the duration of any EOC activation. To fully realize the intended benefit, it must be submitted as directed, or better, submitted as soon as there is new and significant information to report. If there is an issue with a critical lack of support that cannot be obtained through efforts available to the department, the Request for Outside Assistance form (Tab B) will be filled out and transmitted with the Size-up Summary Report. Each time a Size-up Summary Report is submitted, it shall be the responsibility of the senior person in the control center to let their respective EOC representative know by "hot line" or radio. For convenience, both report forms reside on the Emergency Management Inweb site.

- c. The EOC is the third and most senior tier in the City's hierarchy. It serves as the Mayor's command center and, as such, becomes the City's centralized seat of executive government in any activation. Anytime the EOC is functioning at level II or III Phase of Alert, responders called for duty in EOC must be able to clearly understand what the critical issues are — ***so that necessary executive and***

**senior management actions can occur at the most appropriate time.** To do this with the degree of precision and comprehensiveness that is expected requires that all three levels work in unison to conscientiously contribute to the process described in this appendix.

### 3. EOC Briefing Cycle

- a. The EOC Briefing Cycle is a term that refers to a standardized set of sequential and recurring steps that:
  - ◆ Turns freshly evaluated information from control centers and other sources into the most current comprehensive analysis of the City's state of affairs.
  - ◆ Gives the Mayor the facts, options, and recommendations to support citywide response and recovery operations and public information.
  - ◆ Enables the Mayor to be proactive in leading the City's unified efforts to curb and overcome the destabilizing and debilitating affects of a crisis.
  - ◆ Produces a Consolidated Action Plan.
  - ◆ Produces a state required Situation Report.

**Step 1:** It begins with the initial briefing given to ESF Coordinators (General Staff) as they arrive for duty in the EOC. Most of the time this is done by the EOC Director, who will explain:

- ◆ What is known?
- ◆ What can be expected?
- ◆ The assignment of Operations Section Chief.
- ◆ The initial actions that need to be taken.
- ◆ The initial EOC goals.
- ◆ The deadline for completing the initial ESF Action Plans (Tab C), and getting them to the Plans Section (ESF-1).
- ◆ When ESF Coordinators will be provided a copy of the EOC Reports Schedule (Tab D).
- ◆ The time set for the next General Staff meeting.

**Step 2:** When the Mayor arrives, the EOC Director briefs him on the available analysis of the facts reported so far, which will as much as possible cover the overall situation of the incident or event and what has been done in the EOC. The EOC Director will further:

- ◆ Ask the Mayor to affirm the actions taken to activate the EOC.
- ◆ Have the Law Department Representative present the proclamation for "Civil Emergency" and necessary "Executive Orders".
- ◆ Have the Mayor concur in the frequency of subsequent Mayor's Briefings. Often this is driven by the need to keep pace with public information requirements.

It is important to note that at this early stage many details tend to be sketchy, incomplete, or unknown. Consequently, it should be expected that the initial briefing of the Mayor will probably deal more with what is or should be underway and what the EOC is in the process of determining and when, rather than a definitive discussion of conditions and actions that have already been reported. A clear example of this point was the first briefing of the Mayor that occurred a mere 6 minutes after the ground stopped shaking from the February 28, 2001 Nisqually Earthquake, when the City's reaction was just getting started and the briefing focused on:

- ◆ Preliminary seismograph readings and location of the epicenter,

- ◆ How public safety and transportation departments would gather their rapid “windshield surveys” to learn where people and property were most at risk, what the overall condition of city and county lifelines were, and when results would become available?

**Step 3:** To meet the deadline for the initial ESF Action Plans it will be necessary for ESF Coordinators to:

- ◆ Call-out those department representatives needed for the ESF to take initial actions ordered by the EOC Director, i.e., if a self-reporting situation does not exist.
- ◆ Ensure they brief department representatives on the information provided by the EOC Director.
- ◆ Establish the initial suspense for involved department control centers to submit their Size-up Summary to their department representatives.
- ◆ Establish a time for reviewing the “Size-up Summaries”, and corresponding department inputs for the ESF Action Plan.

**Step 4:** The Operations Section Chief will meet with the Coordinators for ESFs-2, 3, 4, 6 and 8 to ensure all ESF Action Plans:

- ◆ Specify objectives that support department requirements identified in Size-up Summary Reports and meet EOC goals.
- ◆ Are consistent with one another.
- ◆ Are ranked in priority order.
- ◆ Establish an operational period for each objective.

**Step 5:** At the same time that the Operations Section Chief is meeting with the Operations Section in Step 4, the Coordinators for ESFs-5 and 7 will reconcile and complete their ESF Action Plans.

**Step 6:** As soon as Steps 4 and 5 are concurred in by the Operations Section Chief and the ESF-5 and 7 Coordinators, the ESF Action Plans for the Operations and Logistics Sections and for the Public Information Center will be transmitted to the Plans Section for consolidation.

**Step 7:** The Plans Section will print a hard copy of the Consolidated Action Plan. When ready the ESF-1 Coordinator will advise the EOC Director, who will convene a meeting of the General Staff to finalize the Consolidated Action Plan.

**Step 8:** The General Staff meets with the EOC Director to resolve any conflicts or omissions in the Consolidated Action Plan.

**Step 9:** Using the results from Step 8 the Plans Section prepares the Mayor’s Briefing (Tab E) for the EOC Director.

**Step 10:** The EOC Director, either by himself or with the assistance of other General Staff as determined by the EOC Director, briefs the Mayor and other members of the Command Staff determined by the Mayor. The briefing will:

- ◆ Discuss those items contained in the Mayor’s Briefing.
- ◆ Present the Consolidated Action Plan for the Mayor’s consideration and action.
- ◆ Discuss any issues that were not covered in the Mayor’s Briefing and the Consolidated Action Plan, other questions that might arise, or instructions or modifications directed by the Mayor.
- ◆ Discuss the content, format and any support participation for the Mayor’s Press Briefing and the delivery of other public information announcements and materials considered appropriate.
- ◆ Discuss issues that need to be coordinated with other elected officials, either in the City, elsewhere in the County, or at the state and federal levels of government.
- ◆ Establish the time for the next Mayor’s Briefing.



**Step 11:** The EOC Director briefs the entire EOC on:

- ◆ The status of the EOC.
- ◆ The overall status of the City's response and recovery efforts.
- ◆ Any special instructions, including any alteration of EOC goals, given by the Mayor.
- ◆ The schedule of times for steps 3-11 for the next briefing cycle.

#### 4. Electronic Management of Information in the EOC

- a. For maximum efficiency the Emergency Management Inweb site has been set up so that information can be quickly assimilated on prescribed formats, which can be readily shared and permanently stored and that limits any need for duplicating information. As department representatives receive the Size-up Summary Reports and Request for Outside Assistance forms from their control centers, they should be able to easily convert that information into the ESF Action Plan. Once the ESF Coordinator approves the forms they are posted in the ESF file for other ESF Coordinators to view and for the Plans Section to use in preparing the Consolidated Action Plan, the Mayor's Briefing, and the Washington State Situation Report.
- b. The Emergency Management Inweb site contains instructional checklists for:
  - ◆ Logging on to computers.
  - ◆ Navigation of the Emergency Management Inweb site.
  - ◆ Use of all forms.

#### 5. Documentation

- a. City officials have an obligation to the public trust to ensure that they can accurately track, account for and explain the actions taken to overcome a crisis and return the City to a state of normalcy. Collectively those documents referred to above are the basis for accomplishing this. The originals will either be maintained by the City Clerk for declarations and executive orders, or by the Emergency Management Section for EOC reports. In addition to the forms already described, it is strongly recommended that each department representative in the EOC maintain an Activity Log (Tab F).
- b. ESF-1 has an additional requirement under the Washington State Comprehensive Emergency Management Plan to prepare and submit a Situation Report (Tab G). The EOC Director, who is the Approving Official for the report, decides how often this form is submitted. Ordinarily, the form, which is prepared only when the EOC is engaged in extended operations, is sent every 12 hours. This has customarily coincided with a transfer of command to the relief EOC Director and has proven to be helpful reference in conducting the transfer briefing. Besides the Washington State EOC Telecommunications Section, electronic copies are sent to the King County EOC and other neighboring jurisdiction EOCs if they are activated.
- c. While not required except for the Size-up Summary Report, departments should feel free to use or modify the other forms established in this appendix for their own purposes in administering their department control center.
- d. Additional reports are required to:
  - ◆ Prepare the Preliminary Damage Assessment (PDA);
  - ◆ Develop and subsequently manage "Public Assistance" projects for categories of work allowed under FEMA guidelines;
  - ◆ Determine the scope of needs for "Individual Assistance" to citizens, homeowners, businesses and institutions.

These reports are covered separately under ESF-9, Long-term Recovery and Unmet Needs.

### A. Mayor

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1. Whenever appropriate, exercise prerogatives for declaring a “Civil Emergency” and using “emergency powers”.
2. Ensure Council President and Public Safety Committee Chair are briefed anytime a “Civil Emergency” is declared, and anytime an executive order is issued.
3. Advise the Governor, King County Executive, and media anytime a “Civil Emergency” is declared, and anytime an executive order is issued.
4. Provide executive leadership for the EOC, and the overall City effort in dealing with any major crisis.
5. Review and make the final decision on actions contemplated in the EOC Consolidated Action Plan.

### B. City Council

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Review the Mayor’s proclamation for a “Civil Emergency” and any executive orders, and within 48 hours of presentation to the City Clerk act to accept, modify or reject.

### C. Department Heads

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1. Ensure the department is able to activate and operate its control center.
2. Ensure the control center is adequately staffed and equipped to perform all control center functions described in this appendix and the Basic Plan.
3. Ensure that senior managers assigned to the control center are familiar with all emergency procedures, and receive periodic training to maintain proficiency levels.
4. Ensure that department emergency procedures, including those for control center operations, are periodically tested to validate the functionality of both the department procedures and the aptitude of department managers to effectively implement them.

### D. EOC Director

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1. Supervise the preparation of the proclamation of “Civil Emergency” and necessary executive orders.
2. If appropriate, designate the Operations Section Chief.
3. Oversee and control the EOC Briefing Cycle (See steps 1-11, in Section IV above).
4. Approve the Consolidated Action Plan, Mayor’s Briefing Report, and the Washington State Situation Report.
5. Conduct the briefing of the Mayor.
6. Ensure those called for duty in the EOC are periodically briefed so they stay current with the overall situation and collective actions taken by the EOC to support resolution of the crisis. These briefings also are used to convey special instructions from the Mayor.

### E. Law Department Representative

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1. At the direction of the EOC Director, prepare proclamations of “Civil Emergency”, “Termination of Civil Emergency”, and executive orders using electronic templates.

2. At the direction of the EOC Director, help the EOC Director brief the Mayor on the requirements and legal aspects of proclamations and executive orders presented to the Mayor. Also, be prepared to answer any legal questions asked by the Mayor or other Command Staff members.

### F. Operations Section Chief

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1. Work with the Operations Section ESF Coordinators to develop and maintain the Operations Section Action Plan.
2. Monitor and make sure suspense times established for the Operations Section in the EOC Reports Schedule are met.
3. Participate in General Staff meetings with the EOC Director.

### G. ESF Coordinators

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1. After receiving initial briefing by the EOC Director, decide if additional ESF responders need to be called for duty in the EOC.
2. If so, call-out those needed.
3. When they arrive brief them on what is known so far and the initial requirements established by the EOC Director, or the Operations Section Chief.
4. Ensure they make contact with their control center and advise the control center on the schedule for submitting the Size-up Summary Report.
5. Supervise the preparation of the ESF Action Plan.
6. As requested, participate in General Staff meetings with the EOC Director.

### H. Emergency Management Director

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1. Oversee the Plans Section, and specifically the preparation of the Consolidated EOC Action Plan, the Mayor's Briefing, and the Washington State Situation Report.
2. Assist the EOC Director in managing the EOC Briefing Cycle.
3. Participate in General Staff meetings with the EOC Director.

A. Size-up Summary Report

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B. Request for Outside Assistance

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C. Action Plan

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D. EOC Reports Schedule

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E. Mayor's Briefing, Initial and Update Versions

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F. Activity Log

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G. Washington State Situation Report

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## SIZE UP SUMMARY REPORT

- 1. DAMAGE:** Relates to department damage of fixed and portable assets (owned/leased); its extent and criticality on department operations.

- 2. RELOCATIONS:** Relates to emergency movement of employees and equipment caused by damage to facilities or systems, and the ability of the department to reconstitute essential functions.

- 3. CASUALTIES:** Relates to department employees only. Give: (1) number and type of injuries, (2) number of dead, (3) status and location of injured.

- 4. AVAILABLE STAFFING LEVELS:** Assess capacity to adequately staff essential services, both immediately and for extended operations. Identify the loss of critical skills and the resulting impact.

- 5. ESSENTIAL OPERATIONS/SVCS:** Prioritize essential operations and services and indicate at what levels they must be maintained. List those services that have been curtailed and to what extent and for how long. If there are essential services that cannot be sustained, describe the impact.

- 6. DISASTER INCIDENTS:** Location of site(s) the department has dispatched responders to.

- 7. INITIAL RESPONSE TIMES:** Initial response times for each site. Explain any delays.

- 8. COMPOSITION OF EMERGENCY UNITS DISPATCHED:** Describe initial and follow-on dispositions of responders and equipment for each site.



**9. THREAT/RISKS ENCOUNTERED:** Identify type and assess seriousness of primary and secondary hazards and associated risks.

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**10. EFFECT/IMPACT OF THREAT:** For each incident site, describe the effects and impact of the threats, circumstances and conditions encountered.

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**11. PROGNOSIS FOR MANAGING THREATS:** Outlook for containing, stabilizing, controlling and disposing of threats encountered.

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**12. ABILITY TO MOVE UNITS/MATERIALS:** Describe ability to move units and material, nature of any constraints, and the ability to find alternative solutions.

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**13. ABILITY TO ACQUIRE NEEDED RESOURCES:** Describe ability to obtain critical resources, nature of any constraints, and the ability to find alternate solutions.

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**14. DAMAGE TO PRIVATE PROPERTY:** Describe and quantify damage to private property and the immediate and longer term impacts of damage.

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**15. POPULATIONS AT RISK:** Identify and quantify populations at risk, and describe what measures are being taken to provide for their safety and well-being. For SFD and Public Health ONLY: Report number of casualties into groups for (1) treated at scene and released, (2) transported to hospitals, (3) self-referrals at hospitals, (4) accepted as in-patients, and (5) deceased.

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**16. EVACUATIONS UNDERTAKEN:** Describe when and how this is being done. Give boundaries of hot and cold zones.

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**17. DISPOSITIONS OF EVACUEES:** Give reception locations where evacuees were moved to, how long they are expected to be there, and when they will be able to return. If unable to return what is being done to take care of them.

**18. REQUESTS FOR SUPPORT:** Give types of support requested from other departments/agencies, and types of critical support that must be referred to EOC because they are beyond the department's capacity to obtain for itself (See Request for Outside Assistance Form).

**19. LOSS/SHUT-OFF OF UTILITIES:** Explain why, when and how this is being done; area affected and for how long; number of people, homes, businesses and institutions affected and what is being done to help those affected.

**20. ROADWAY CLOSURES:** Give locations and affect of closures, cause of closures, method of enforcement, and notifications made.

**21. TRAFFIC DETOURS/RE-ROUTES:** Give routes and impact on traffic, how long they will be in place, notifications made, how this is being supported, affects and impacts.

**22. RESULTS OF PRELIM/TECHNICAL INSPECTIONS:** Provide structural and safety status of facilities and infrastructure, how long they will be affected, how and by whom safety requirements will be implemented and enforced, and collateral impacts.

**23. ACTION PLAN:** Describe overall strategy and timetable for dealing with issues and problems noted in this report.

**24. PROGNOSIS FOR RESUMPTION OF SERVICES:** Estimate when interrupted services will be restored to partial use and to full use.

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**25. ESTIMATES OF EMERGENCY COSTS:** Give cost estimates for overtime, TES, emergency requisitions, emergency protective measure, and emergency repairs.

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**26. REQUESTS FOR EOC ASSISTANCE:** List those items referred to the EOC for assistance, which may involve emergency power authority, contracting relief, warning, public information, and help in obtaining critical resources.

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**27. OTHER CRITICAL INFORMATION:**

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**Reporting Official:**

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**Department:**

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**Date / Time of Report:**

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## REQUEST FOR OUTSIDE ASSISTANCE

Before referring a request to Logistical Services (ESF-7), provide the following information:

Requested by:

Contact name:

Date of request:

Time:

**1. Describe the type of assistance needed:**

**2. Explain the purpose of assistance, and intended use:**

**3. Specify the quantity needed:**

**4. Give necessary specifications:**

**5. Give date and time when assistance must be available:**

**6. To enable delivery, give an address (with map and directions if necessary), contact person, and telephone number:**

**7. Give location(s) where assistance will be used:**

**8. Give an estimate for how long assistance will be needed:**

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**ACTION PLAN**

ESF#

Date:

Time:

Priority 1 = Immediate 2 = As soon as possible 3 = Can be deferred temporarily	Objective (What do you want to do?)	Implementing Steps (How are you going to do it?)	Assigned to: (Who is going to do it?)	Operational Period (When is it going to get done?)	Estimated Cost

G:/Responder/Action Plan.dot 11/99



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**EOC REPORTS SCHEDULE**

	Date: <input type="text"/>	Incident/Event: <input type="text"/>	Mission Number: <input type="text"/>		Size-Up Summary	ESF Action Plan	Consolidated Action Plan	Mayor's Briefing	Situation Report
0600									
0700									
0800									
0900									
1000									
1100									
1200									
1300									
1400									
1500									
1600									
1700									
1800									
1900									
2000									
2100									
2200									
2300									
2400									

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**MAYORAL BRIEFING – INITIAL**

**INCIDENT #**

**1. What happened?**

**a – When?**

**b – Where?**

**c – Who or what caused it?**

**2. Who was affected?**

**3. How were they affected?**

**4. How long are they going to be affected?**

**5. Are there casualties?**

**6. What's the extent of damage?**

**7. What's the impact on the City?**

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**8. How did we learn of the incident?**

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**9. When did we respond?**

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**10. Who's in field command?**

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**11. What's been done so far?**

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**12. What's the situational status with our field response?**

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**13. Are we facing a longer term situation, and if so, what is it?**

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**14. What's the current staffing level in the EOC?**

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**15. What kind of support is needed?**

**a – Where is it coming from?**

**b – When can it be delivered?**

**c – How much is it going to cost?**

**16. What are the Emergency Public Information (EPI) requirements?**

**17. What's our short-term plan?**

**18. What's our long-term plan?**

**19. What executive actions or decisions need to occur, and when?**



**MAYORAL BRIEFING – UPDATE#**

**INCIDENT #**

**1. How are we progressing?**

**2. How are those still affected doing?**

**3. What do they need?**

**a – Are we able to supply it?**

**4. What do we plan to do about shortfalls?**

**5. What's the situational status with our field response?**

**6. When can we expect conditions to return to normal?**

**7. What have we done and what more do we plan to do about restoration?**

**8. What problems are we facing and what are we doing about them?**

**9. Are we getting all the help we need?**

**a – If not why?**

**10. What is our current short-term plan?**

**11. What is our current long-term plan?**

**12. What executive actions or decisions need to occur, and when?**

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<b>Activity Log Summary</b>							<b>Refresh</b>	<b>Edit</b>	<b>Exit</b>
ID:	Date:	Time:	Type:	Venue / Location:	Activity:	Op'r:			
11	7/2000	11:13	Logistic	Bell Harbor Conferenc	gfdgfdg	mcdo			

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## SEATTLE EOC SITUATION REPORT

State Mission / Incident #:  Incident Name or Description:

SITREP #:	JURISDICTION	DATE:	PREPARED BY:
<input type="text"/>	<input type="text"/>	TIME:	APPROVED BY:

### 1. Casualty / Victim Totals:

a. INJURED	b. HOMELESS*	c. MISSING	d. DEAD
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

(\*Disaster-caused Homeless)

### 2. General Situation / Status:

a. Transportation Routes Closed or Restricted (Air, Land, Waterways):


b. Major Utilities Disrupted (Water, Gas, Electricity, Phones, Cable TV, etc.):


c. Secondary Incidents (Uncontrolled fires, hazmat, SAR, etc.):


d. Other Damage or Losses (e.g. private property / agricultural losses):


**3. Current Evacuation Status:**

# Evacuated / From	General Description of Situation

**4. Current Shelter Status:**

Shelter Name	Address or Location	Shelter Capacity	Remaining Spaces

**5. Current Priority Needs:**


**6. Future Outlook / Planned Actions:**


**7. Weather at Incident Location:**

Time of Report:		Wind FROM:		Forecast:
Precip Type:		Wind TO:		
Precip Amount		Wind Speed:		

**8. Other Comments:**




## MILITARY SUPPORT

### A. Purpose

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1. To describe the circumstances under which units of the Department of Defense (DOD) and the Washington National Guard (WNG) can provide military support to civil authority (MSCA) during major emergencies and disasters.
2. To describe the procedures the City of Seattle government must use to obtain MSCA.

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- ◆ Department of Defense (DOD) Directive 3025.1
- ◆ DOD Directive 3025.15
- ◆ DOD Directive 2000.12
- ◆ Chairman Joint Chiefs of Staff (JCS) CONPLAN 0300-97
- ◆ US Government Interagency Domestic Terrorism CONPLAN
- ◆ Federal Response Plan (FRP), Emergency Support Function (ESF)–3, Public Works and Engineering Annex
- ◆ FRP, Terrorism Incident Annex
- ◆ Washington State Comprehensive Emergency Management Plan (CEMP), ESF–20, Military Support to Civil Authorities
- ◆ RCW, Title 38, Militia and Military Affairs

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- ◆ Military assistance is a supplemental resource.
- ◆ Military support like any other form of outside assistance requires the Mayor’s declaration of “Civil Emergency” and an executive order.
- ◆ When deployed to provide MSCA, military personnel work under the City’s command and control structure, but always retain their unit integrity and chain of command.
- ◆ Only under circumstances where the provisions of “Imminent Serious” can be applied, or where a National Guard or Reserve unit coincidentally happens to be in a training status, can military support be expected to be a ready source of help. In all other situations, it would probably take at least 48 hours to muster and deploy a response.

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## A. General

1. The DOD is comprised of three military service arms: The US Army, US Air Force and US Navy. The US Marine Corps is a branch of the US Navy.
2. The US military operates under a concept called “total force” which means that each service has an active duty and reserve component. An additional component exists in each of the 50 states as a National Guard.
3. Service members on active duty represent the permanent armed forces, i.e., personnel serving extended tours of military service. Reservists and National Guardsmen on the other hand represent a ready standby force of citizen “part timers”, who train once a month (Unit Training Assembly) and during a two-week Active Duty period every year. Only a small cadre of technicians is available in reserve and guard units during weekdays. These individuals are primarily responsible for keeping the unit’s administration current, maintaining assigned equipment and if the unit is an installation “host” managing custodial functions.
4. The Governor maintains control of the state National Guard in peacetime. He or she appoints an Adjutant General to command the state Guard, which is a combination of Army and Air Force units. In Washington, the Adjutant General (TAG) is also the head of the state Military Department. More information about the Washington Military Department can be found on their website at <http://www.wa.gov/mil/>
5. Despite normal placement of the Guard under the Governor, the President retains the authority to federalize guard forces in a major crisis. Whenever this happens, units affected by the President’s mobilization order are transferred from their State Area Command (STARC) to active duty commands in the Army or Air Force. Examples of such mobilizations occurred during wars fought in Korea and Viet Nam and more recently in military actions in the Persian Gulf and Afghanistan. It can also happen in natural, technological and human-caused disasters, including episodes of serious civil unrest like the Rodney King riots in Los Angeles in May 1992.
6. The military is capable of providing a wide range of support to local government in a civil emergency or disaster, but the use of military personnel and military assets for MSCA must comply with guidelines set down in DOD Directive 3025.1 and federal law. Within these formal parameters military assistance can be obtained:
  - a. For an “Imminently Serious” situation. In such an event a unit commander can provide immediate assistance to local authority if:
    - ◆ There is an imminent threat to life or property, and/or human suffering is at stake, and
    - ◆ An exhaustive effort by local government to seek help from public and private resources in the local area has been tried first without success and a local military unit is the only viable source available, or
    - ◆ The only source of help that can respond in time to support the City in countering or alleviating the danger(s) present or imminently expected, and
    - ◆ The military unit is capable of providing the type of support requested without degrading its primary national defense commitments, and
    - ◆ The Mayor has declared a “Civil Emergency” and invoked his/her “emergency power” to request outside assistance, and
    - ◆ The City agrees to assume costs incurred by the military unit to provide the requested support, and
    - ◆ The City, through the Washington State Emergency Management Division (EMD), affirms the foregoing steps to the Commander, 5<sup>th</sup> Continental US Army (CONUSA).



With the above information, the EMD will be able to obtain a mission number from the 5<sup>th</sup> CONUSA Duty Officer. In certain circumstances where response time is critical, a unit commander can act in anticipation of receipt of the 5<sup>th</sup> CONUSA mission number. The unit commander can also decide to forego reimbursement from the City, but the City should always be prepared to assume the costs, which in the past have been paid by the state when the above steps have been followed.

- b. After emergency declarations have been made by both the Mayor and Governor, the Mayor may request assistance from the Commander of the Seattle District of the US Army Corps of Engineers (USACE) to provide flood fighting and rescue support authorized under Public Law 84-99. The Governor, based on a request from the Mayor, can also ask the USACE to provide emergency supplies of clean water when contamination of normal sources endangers public health.
- c. After the Mayor has declared a “Civil Emergency” and based on the Mayor’s request for supplemental assistance made by executive order, the Governor may -- if support can best be provided through special resources possessed by the Washington National Guard --, task available units and/or activate units not on duty.
- d. After the Governor has proclaimed a “State of Emergency” and formally requested federal assistance, the President after declaring an “Emergency” or “Major Disaster” may – through the Federal Emergency Management Agency (FEMA) – task the DOD to provide specific support identified in the FRP. DOD participation could be used for:
  - ◆ Disaster Medical Assistance Teams (DMATs)
  - ◆ Disaster Mortuary Teams (DMORTs)
  - ◆ Patient evacuation to National Disaster Medical System (NDMS) hospitals
  - ◆ Urban fire suppression
  - ◆ Communications equipment
  - ◆ Debris clearance
  - ◆ Structural evaluation
  - ◆ Damage Assessment
  - ◆ Stabilization or demolition of damaged structures
  - ◆ Water supply
  - ◆ Restoration of critical public facilities
  - ◆ Contracting and construction management
  - ◆ Electric generation
- e. To defend against a “credible threat” of a terrorist attack, or to respond to a terrorist attack. In either of these instances, the FBI or FEMA could task the DOD to provide military support identified in Tab D to the Basic Plan, Weapons of Mass Destruction Response Resources.

## B. Closest Support

- a. In general the types of support that may be provided by the Washington National Guard could include, but not necessarily be limited to:
  - ◆ Weapons of Mass Destruction Civil Support Team
  - ◆ Limited mass feeding
  - ◆ Civil disturbance operations/area security patrols
  - ◆ Roadblocks/traffic control

- ◆ Perimeter security/quarantine
  - ◆ Limited military engineering
  - ◆ Mobile/fixed communications
  - ◆ Emergency evacuation (land/air/water)
  - ◆ Delivery of supplies
  - ◆ Emergency shelter
  - ◆ Limited emergency electrical power
  - ◆ Light urban search and rescue
  - ◆ Limited emergency medical aid
  - ◆ Limited potable water
  - ◆ Aerial reconnaissance
- b. In or near Seattle are a number of military organizations that have the capacity to provide various types of assistance in an “Imminently Serious” situation. ESF-1 (Emergency Management) maintains a directory of military addresses and telephone numbers in the EOC.
- c. Related support (outside the purview of this appendix) can be obtained from the 13<sup>th</sup> US Coast Guard District in Seattle and the 54<sup>th</sup> Medical Detachment at Ft Lewis.
- ◆ For details regarding the Coast Guard, which is an agency of the Department of Homeland Security during peacetime, refer the ESF-4 (Fire, Rescue and EMS) of the Seattle Disaster Readiness and Response Plan.
  - ◆ For details regarding the 54<sup>th</sup> Medical Detachment, which flies helicopter ambulance missions under a special program for Military Assistance to Safety Traffic (MAST), refer to ESF-8 (Health, Medical and Mortuary) of the Seattle Disaster Readiness and Response Plan.

### C. Direction and Control

1. Whenever City departments find they have an urgent requirement for emergency resources that cannot be met with internal assets and capabilities, help from other departments, pre-existing agreements or through mutual aid, they should contact the Emergency Management Staff Duty Officer (SDO). The SDO may be contacted directly at any time by using telephone numbers given in the monthly SDO schedule, or with the help of the Seattle Police Department Communications Center.
2. Once the EOC is activated, departments will follow the guidance given in the ESF-7 (Logistical Services) Annex.
3. Should outside assistance be the only recourse left to the City, the Mayor will decide on invoking his emergency power to make such a request from the Washington State EOC. The Mayor’s request will be transmitted to the state EOC by ESF-1, using the most expeditious means available. ESF-1 will include a copy of the Mayor’s executive order and a completed Request for Outside Assistance form (Tab B, Appendix 1 to the Basic Plan). Officials at the state EOC will determine how the resource request can best be accommodated and handled. Normally, the Washington National Guard or local Department of Defense (DOD) units and assets are considered an option of last resort.
4. Once MSCA is dispatched to the City, it will be the responsibility of the requesting department to receive, direct, integrate, and care for this capability for as long as they continue to support the City. Help in supplying the logistics for doing this will be available in the EOC, primarily by ESF-7 and the Logistics Operations Center.

### A. Assignment of Responsibilities During the Mitigation and Preparedness Phases of Emergency Management

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1. City departments will:
  - a. Ensure their control center protocols indicate how to obtain emergency resources, including those that could be made available under MSCA.
  - b. Establish (with the help of ESF-7) the provisions for receiving, staging, distributing, controlling and using MSCA.
2. The Emergency Management Director will ensure:
  - a. Liaison is maintained with emergency management contacts assigned to local military installations.
  - b. A directory is maintained in the EOC that gives the current addresses and telephone numbers of local military installations.
  - c. This Appendix is coordinated with local military contacts, and is kept up to date.

### B. Assignment of Responsibilities During the Response and Recovery Phases of Emergency Management

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1. The Mayor, as the City's Chief Executive, will:
  - a. Determine when circumstances warrant asking the state for outside assistance, which may be provided through MSCA.
  - b. After deciding to do so and after declaring a "Civil Emergency", sign an executive order requesting outside assistance.
  - c. Direct public-notice, and ensure briefings of the City Council President and Public Safety Chair occur as called for in Appendix 1 to the Basic Plan.
2. The City Council will review and act on all proclamations and executive orders as called for in Appendix 1 to the Basic Plan.
3. The EOC Director will:
  - a. Decide when it would be necessary to request the state EOC to send their Emergency Management Division (EMD) and/or Military Department Liaison to the Seattle EOC.
  - b. Based primarily on input provided by the ESF-7 Coordinator, Operations Section Chief, EMD and Military Department Liaisons and the Emergency Management Director, determine if, and when a recommendation will be made to the Mayor to request outside assistance.
  - c. As soon as the Mayor signs the executive order requesting outside assistance, direct ESF-1 to transmit it and the Request for Outside Assistance form to the state EOC.
  - d. Based on information received from the state EOC (either through the EMD Liaison or Emergency Management Director), brief the Mayor and as necessary direct the Operations Section Chief to make sure that:
    - ◆ Word has been passed to the requesting department.
    - ◆ Adequate instructions have been given to the responding military commander, to at a minimum include the name of the official he or she is to report to and their cell phone number, and a map and directions to the staging area.
    - ◆ Arrangements are in place to receive and care for the arriving MSCA unit(s).
    - ◆ MSCA units are used for approved missions only and that they are able to withdraw once those missions are completed.

4. The Operations Sections Chief will:
  - a. Ensure control centers for all Operations Section ESFs that are activated (ESFs-2, 3, 4, 6 and 8) are coordinating resource requests with the Logistics Operations Center.
  - b. Work with the ESF-7 Coordinator, EMD Liaison and the ESF-1 Coordinator to monitor critical resource requests that exceed the City's capability. As soon as it can be reasonably determined that outside assistance is the only suitable recourse, inform the EOC Director.
  - c. Follow the EOC Director's instructions in making certain that departments are given an early "heads up" of the arrival of MSCA, and that departments take necessary actions to effectively receive, integrate, direct, and support MSCA units.
  - d. Ensure that MSCA units are able to disengage and return to their normal duty station as soon as their assigned missions are completed.
5. The Emergency Management Director will:
  - a. At the direction of the EOC Director, request the state EOC to send their EMD and or Military Department Liaisons to the Seattle EOC.
  - b. As necessary, make assistance available to the Law Department Representative in preparing the declaration of "Civil Emergency" and the executive order for outside assistance.
  - c. Work with the Operations Section Chief, EMD and state Military Liaisons, and the ESF-7 Coordinator in making recommendations to the EOC Director on the need to seek state assistance in obtaining critical resources.
  - d. At the direction of the EOC Director, oversee transmission of the City's request for outside assistance, including the Mayor's executive order and the Request for Outside Assistance form, to the state EOC.
  - e. Once word is received from the state EOC that MSCA resources are on the way, advise the EOC Director and the Operations Section Chief.
6. The Law Department Representative will at the direction of the EOC Director:
  - a. Prepare the declaration of "Civil Emergency" and executive order requesting outside assistance.
  - b. Be available to answer legal questions arising from or about the declaration of "Civil Emergency" or executive order.
  - c. Assist in briefing the Council President and Chair of the Public Safety Committee on the declaration of "Civil Emergency" and executive order.
7. Emergency Support Function (ESF) Coordinators for ESFs-2, 3, 4, 6 and 8 will:
  - a. Make sure department control centers are working with the Logistics Operations Center to resolve resource needs that exceed department capabilities.
  - b. Make sure that once a department's control center determines that vital resource requirements cannot be met locally they communicate the shortfall to their EOC department representative through the Size-up Summary Report and Request for Outside Assistance form. (See Appendix 1 to the Basic Plan).
  - c. As soon as a Request for Outside Assistance form is received, advise the Operations Sections Chief of the details.
  - d. As applicable and as soon as the Operations Section Chief advises the ESF Coordinator that MSCA is being provided to a City department ensure:
    - ◆ The department control center is informed.
    - ◆ The department communicates with the military commander and provides all necessary support.

- ◆ The department coordinates with the Logistics Operations Center for any support for the military unit it cannot manage on its own.
- ◆ The department uses MSCA for approved missions only.
- ◆ The department releases the military unit as soon as approved missions are completed.

8. ESF-7 Coordinator will:

- a. Ensure that within means available to the City, the Logistics Operations Center is providing all necessary logistical support to department control centers.
- b. When consulted by the Operations Section Chief about the receipt of a Request for Outside Assistance form from a department control center, confirm that:
  - ◆ The request was first coordinated with the Logistics Operations Center.
  - ◆ The request is beyond the City's means to obtain with local resources.
- c. Ensure the Logistics Operations Center – when and as requested — helps City departments with any logistical requirements that may be necessary to support a military unit that is part of an authorized MSCA mission.

9. Department Control Centers will:

- a. As soon as they have exhausted all local means, including assistance that may be provided through the Logistics Operations Center, inform their department representative in the EOC of the details and urgency of any resource shortcomings. This will be done by completing and sending the Size-up Summary Report and Request for Outside Assistance form that is described in Appendix 1 to the Basic Plan.
- b. When advised that MSCA is being sent to support the department, notify the Incident Commander and ensure the arriving military commander is given:
  - ◆ All necessary information for safely integrating his/her unit into the department's field operations.
  - ◆ All necessary support to sustain the military unit while they are supporting the department.
- c. For any support requirements needed to sustain the military unit for its assigned mission that cannot be managed with means available to the department, coordinate with the Logistics Operations Center.
- d. Ensure the military unit is being used for its assigned mission only and is allowed to demobilize as soon as the mission is completed.

10. Commanders of local military installations will:

- a. As requested and feasible, provide the City of Seattle with MSCA in accordance with guidelines established in DOD Directives 3025.1.
- b. In a Presidentially declared "Emergency" or "Major Disaster" provide "direct federal assistance" or "technical assistance" as tasked by the Federal Coordinating Officer (FCO) under the Federal Response Plan.
- c. For a "credible threat" or act of terrorism, provide "direct federal assistance" or "technical assistance" as tasked by the FCO or the FBI Headquarters Strategic Information and Operations Center (SIOC).

11. Commander, Seattle District USACE will:

- a. Provide the City support as outlined in ESF-3 (Public Works) to the City's Disaster Readiness and Response Plan.
- b. Provide the City support as outlined in Seattle District USACE Plan for Earthquake Response (NPSOM 500-1-2), which specifies how the district will respond under the Federal Response Plan and ER 500-1-1, Natural Disaster Procedures.

12. Washington State Emergency Management Division will:

- a. Provide 24/7 Duty Officer support to assist the City in obtaining a mission number from the Commander 5<sup>th</sup> CONUSA in an “imminent serious” situation.
- b. As requested and as authorized by the state EOC, send a liaison officer to the Seattle EOC.
- c. As provided for in the Washington State Comprehensive Emergency Management Plan assist the City with any Mayoral request for supplemental assistance.

13. Washington State Military Department will:

- a. As requested and as authorized by the state EOC, send a liaison officer to the Seattle EOC.
- b. Provide MSCA to the City as directed by the state EOC.

## A. Liability

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1. So long as personnel of the Washington National Guard are acting under the authority of the Governor (RCW 38.08.040) they are indemnified under the “Emergency Worker” provisions of WAC 114-04-070 and RCW 38.52.
2. Federal employees, including members of the Washington National Guard who may be activated for federal service by the President, are protected under Section 305 of the Stafford Act.

## B. Law Enforcement

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1. Each state has the general responsibility for law enforcement, using local and state resources, including the National Guard.
2. Should a law enforcement emergency exist anywhere in the state, the Governor may submit an application in writing to the Attorney General of the United States to request emergency federal law enforcement assistance under the Justice Assistance Act of 1984. (See 42 U.S.C., Section 10501-10513 as prescribed in 28 C.F.R., Part 65). The Attorney General will approve or disapprove the application no later than 10 days after receipt. If the application is approved, federal law enforcement assistance may be provided to include equipment, training, intelligence or personnel.
3. In the event that a serious law enforcement emergency or civil disturbance constitutes insurrection against the state government under 10 U.S.C. 331, the state legislature or the Governor (if the legislature cannot be convened) may request, through the Attorney General, that the President call into federal service the National Guard of other states, and use the Armed Forces, as may be necessary, to end the emergency or suppress the insurrection.
4. In the event that a serious law enforcement emergency or civil disturbance make it impractical or otherwise hinder the enforcement of laws of the United States and/or deprives any part of the state’s population of Constitutional rights and privileges under 10 U.S.C. 332-333, the President may call into federal service the National Guard of any state, and use the Armed Forces, to end the emergency or suppress the disturbance.
5. Procedures for coordinating DOD and Department of Justice responses to law enforcement emergencies that fit the requirements of 10 U.S.C. 331-333 are set forth in the Interdepartmental Action Plan for Civil Disturbances, dated April 1, 1969.

## C. Logistics

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1. Staging Areas and Base Camps
  - a. In order to effectively merge military units into the City’s emergency response and recovery operations, it will be necessary to pre-identify suitable staging and base camp sites and to have arrangements in place to provide basic logistical support. The development of these provisions should be a joint effort between each department that could have need of military personnel and/or equipment in a major emergency or disaster and ESF-7.
  - b. To start, departments projecting the potential need for military support should determine if bivouacking in field locations or billeting in local hotels, or a combination of both, would be preferable.
    - ♦ The Fleets and Facilities Department can help with site selection and the Department of Executive Administration’s Contracting Services Division is available to set up “B” contracts with local hotels.



- ◆ Once desirable tracts of open space can be found, the next step will be for the department to write a memorandum of understanding. This will be done with the help of the Law Department and negotiated with the property owner to secure access and to establish how liability will be handled, i.e., for incidental defacement or other types of damage, the use and payment of utilities, etc.
- c. Related considerations should take into account:
  - ◆ Proximity to operational areas that are intended to be used by departments to employ military support.
  - ◆ Adequacy of space and parking.
  - ◆ Ability to provide food or messing facilities.
  - ◆ Water and sanitation services.
  - ◆ Fixed wing or helicopter landing strips/zones.
  - ◆ Docking facilities.
  - ◆ Accessibility to major highways, roadways and rail lines.

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## PUBLIC WARNING

### A. Purpose

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To provide a common standard for City departments to follow in a major emergency or disaster for:

- ◆ Activating a general or selective call-out of emergency essential employees,
- ◆ Notifying the Mayor and appropriate senior City officials, and
- ◆ Giving the public warning of an immediate, life-threatening danger.

### B. Scope

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The guidance in this appendix will be used by City departments in any situation that presents a clear near-term potential for, or that suddenly results in, a major threat to life and safety and/or the destruction of property, infrastructure or the environment. For definitional purposes, major means any event that could cause a mass casualty incident (MCI) and/or involve four or more contiguous square blocks.

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- ◆ Emergency Alert System, Central Puget Sound Area Plan
- ◆ Washington State Military Department Emergency Management Division, National Warning System (NAWAS) Operations Handbook
- ◆ Washington State Comprehensive Emergency Management Plan, Emergency Support Function (ESF) – 2
- ◆ King County Emergency Management Plan, ESF – 2, Appendix 2

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## A. Emergency/Disaster Conditions and Hazards

In the Northwest there are natural events and human-caused incidents that periodically expose the public in one or more areas of the City to a serious danger. Such threats can also damage property and infrastructure and sometimes despoil the environment.

While the City is constantly striving to improve its warning systems to afford the public adequate time to take protective action, some hazards are not evident until after they happen. For example, power failures, high-rise fires and transportation mishaps occur randomly and unexpectedly. Others like earthquakes and volcanic eruptions still elude the capability of contemporary science to predict with any meaningful degree of exactness.

Despite the exceptions there are instances, particularly with respect to severe weather and flooding, tsunamis and hazardous materials releases, where it has become almost routine to calculate the projected behavior of an event or incident with a fairly reliable measure of accuracy. And even though there isn't a perfect system yet, the promise of more progress is in the offing. Such breakthroughs are reflected in the rapid advancement and transformation of terrestrial and space based technologies that have given us:

- ◆ More comprehensive observations,
- ◆ A clearer understanding of the physics of natural phenomena, and
- ◆ Facilitated the development of better algorithms.

Overall, as current tools and future refinements become more and more sophisticated, the ability to produce earlier and more precise forecasts will continue to improve.

Governments, in justifying the capital investments required for modernizing warning hardware, software and telecommunications, have only to look to the academic community for validation. Researchers, after years of studying anecdotal and empirical evidence accumulated in disasters across the country, have generally concluded that — *the act of warning can make a decided difference in allowing citizens the opportunity to avoid or deflect an imminent exposure to harm*. Allied research has additionally found that when individuals combine warning with adequate mitigation and preparedness, they tend to react in a more rational and disciplined manner — *enabling them to optimize their chances for survival*. Moreover, mitigation can reduce the level of property damage, which has the direct cost benefit of moderating the enormity of social and economic disruptions and hardships that often become the lingering legacy of a disaster's aftermath.



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## B. Assumptions

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1. To alert the greatest audience that could potentially be at risk in a major emergency or disaster requires the use of multiple systems.
  2. The mix of systems used to warn and inform the public must include provisions to:
    - a. Communicate messages in all languages that represent the primary spoken tongues of the affected community-at-large.
    - b. Address the spectrum of special needs that exist for people who are challenged with hearing and sight impairments, or other disabilities that would inhibit a clear understanding of the threat and warning message.
    - c. Capture people's immediate attention, whether they're inside or out, at home or at work, in transit, or not tuned to a local radio or TV station.
  3. As an incident becomes known, and based on the circumstances and special requirements that evolve, choices will be made to select:
    - a. The best available mediums to use.
    - b. The emphasis that must be imparted in each message.
    - c. The optimum format and arrangement for each message.
    - d. The most beneficial times for releasing and airing each message.
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## A. General

Warning is a two-part function that requires the City to maintain redundant systems for:

- a. Learning of the prospect or occurrence of a threat, and
- b. Alerting officials and citizens of actions to take to counter or blunt the inherent dangers presented.

## B. Inter-jurisdictional Warning Practices

Seattle Public Safety Answering Points are available on a 24-7 basis to receive warnings and emergency (E911) incident reports and calls for help. The City's primary Public Safety Answering Point (PSAP) is the Seattle Police Communications Division, which is housed in the West Precinct at 810 Virginia. The City's secondary PSAP is the Seattle Fire Alarm Center, which is co-located with the City's Emergency Operation Center (EOC) at a joint facility with Fire Station 2 at 2318-22 4<sup>th</sup> Ave. Both buildings are equipped with backup emergency generators, on-site fuel supplies, and uninterruptible power supplies.

On a periodic basis warning messages are transmitted from the Primary State Warning Point (PSWP) in the State EOC at Camp Murray, WA, or from the Alternate State Warning Point (ASWP) in the Washington State Patrol (WSP) Communications Center in Yakima, WA.

Warning notification can originate from the PSWP or ASWP, or it can be a retransmission of a national warning message. When issued, it is received over the National Warning System (NAWAS) phone drop at the King County Primary Warning Point (PWP) in the King County Police Communications Center. It is also received over NAWAS drops at the First Duplicate Warning Point (FDWP) in the King County EOC and the Second Duplicate Warning Point in the Seattle EOC. Once this happens, it becomes the responsibility of the PWP or FDWP to initiate a countywide "fan-out" to circulate the message to those King County jurisdictions that may be affected through their Secondary Warning Point. There are a total of 16 King County Secondary Warning Points. Each is a designated 24-hour contact agency. (Agency names and telephone numbers are listed in Tab 4 of the Washington State Military Department Emergency Management Division National Warning System Operations Handbook.) For events involving Seattle, the "fan-out" calls for contact with the Seattle Police Department (SPD) Communications Division through the Chief Radio Dispatcher. After recording the message the Chief Radio Dispatcher refers the details to the Emergency Management Staff Duty Officer (SDO), who initiates the City's portion of the warning process by alerting department control center supervisors and on-call emergency contacts.

Should an event cause the type of damage that would disable both the King County Primary and First Duplicate Warning Points so that neither could receive and/or complete the "fan-out" of a warning message, the Seattle EOC would provide backup as the designated King County Second Duplicate Warning Point. In such a situation the SPD Chief Radio Dispatcher would be advised over normal phone lines by the Primary or Alternate State Warning Point of the warning message and the failure of the King County Primary or First Duplicate Warning Point to acknowledge receipt. Following the procedure described in the preceding paragraph the Chief Radio Dispatcher would refer the warning to the Emergency Management SDO, who would alert the 15 suburban Secondary Warning Points in King County in addition to City control center supervisors and on-call emergency contacts.

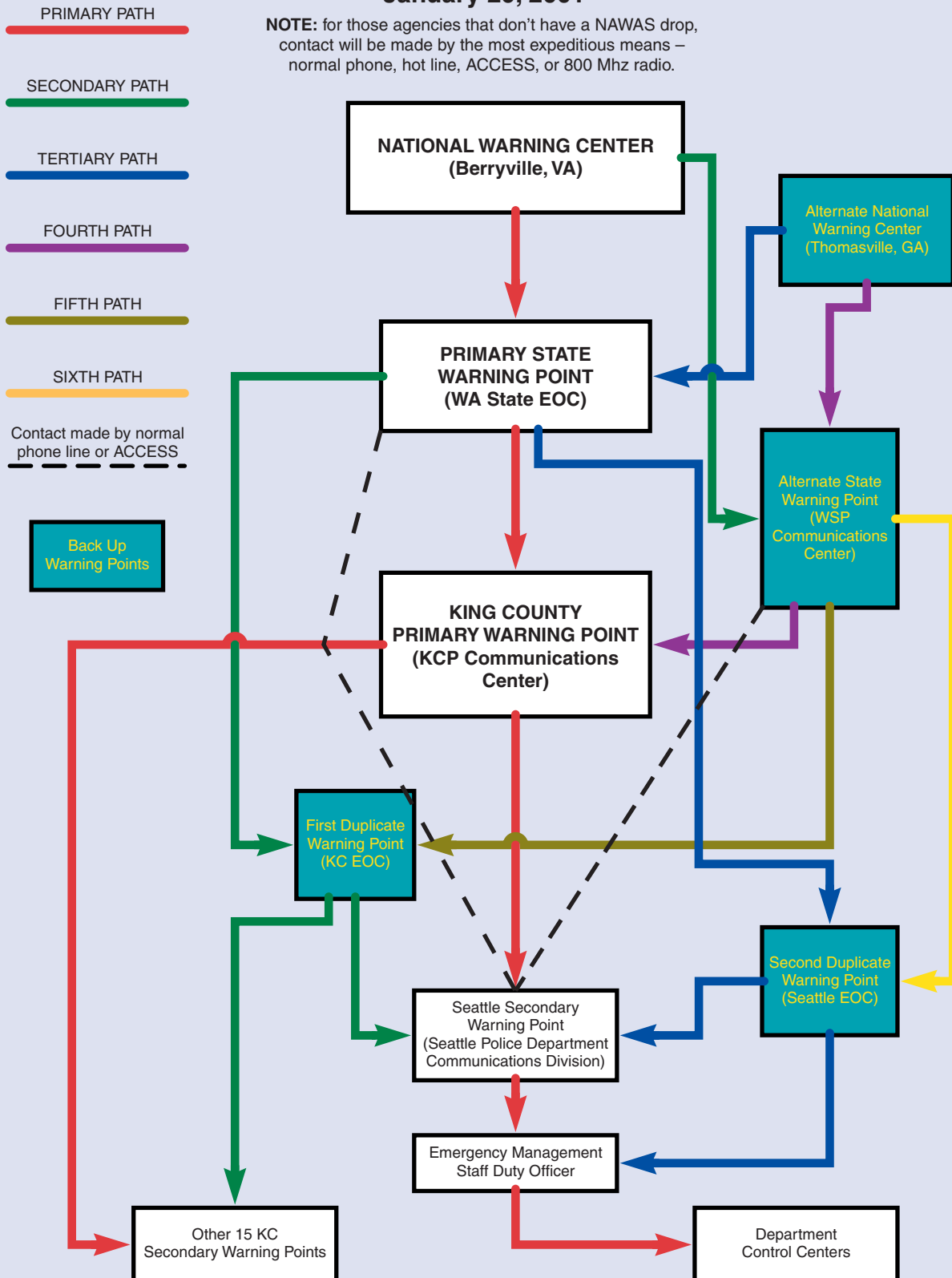
The diagram on the next page illustrates the redundant communication paths that are available at each of the National, State, and King County levels to assure the timely delivery of NAWAS alerts.

A secondary intrastate method for passing emergency information is by A Central Computerized Enforcement System (ACCESS), which is a law enforcement teletype maintained by the WSP. Warning messages sent over ACCESS are received in the SPD Communications Center and referred by the Chief Radio Dispatcher to the Emergency Management SDO for action.

## National Warning System (NAWAS)

January 29, 2001

**NOTE:** for those agencies that don't have a NAWAS drop, contact will be made by the most expeditious means – normal phone, hot line, ACCESS, or 800 Mhz radio.



## Available Systems

The following are summary descriptions of inter-jurisdictional warning systems that are available to the City:

a. The National Warning System (NAWAS)

A special purpose telephone that operates on dedicated American Telephone and Telegraph (AT&T) circuits nationwide, and that enables the transmission of emergency information at all levels of government.

Within the federal government there are a number of agencies that monitor the escalation or build-up of various phenomena that can produce national security, technological, or natural disaster events. For almost all the scope of their surveillance is for the continental US, Alaska, Hawaii and offshore territories, but in the case of the North American Aerospace Defense (NORAD) Command Center under Cheyenne Mountain near Colorado Springs, CO, its reach is worldwide and into the earth's outer space. Whenever one of these special monitoring centers becomes aware of an imminent threat, a NAWAS voice alert message is generated through the National Warning Center in Berryville, VA, or the Alternate National Warning Center in Thomasville, GA. Alerts can relate to a strategic attack, accidental missile launch, tsunami, severe weather, flood or flash flood, radiological hazard, chemical hazard, downed aircraft, civil disorder, volcanic eruption, earthquake, wildland fire, extreme avalanche, or other natural disasters.

The foregoing alerts would be received by both the Primary and Alternate State Warning Points, which are staffed around-the-clock. In turn, the Primary or Alternate State Warning Point retransmits the message to one or more of 25 Local Primary Warning Points that serve counties and 6 installations in Washington State.

Both the Primary and Alternate State Warning Points can also generate warning messages for hazards that affect in-state locations. An example would be to pass a high wind warning by the Seattle Forecast Office of the National Weather Service (NWS).

b. A Central Computerized Enforcement Service System (ACCESS)

A data/teletype network that is managed by WSP ACCESS Operations and used by law enforcement agencies at all levels throughout the state. Besides law enforcement information, the system is used to transmit emergency alerts related to technological and natural hazards, which most often include retransmissions of local weather watches and warnings received over the National Oceanic Atmospheric Administration Weather Wire. The Primary and Alternate State Warning Points use it as a backup for the NAWAS.

c. Emergency Alert System (EAS)

The sole purpose of the EAS is to alert and warn the population of a life-threatening emergency, when no other means are available and time is critical.

The EAS, which replaces the Emergency Broadcast System (EBS), uses digital technology to speed and facilitate the dissemination of warning to the public. Unlike the EBS, the EAS uses encoders and decoders that eliminate the maintenance of local authentication protocols that complicated and slowed the use of the EBS.

Like the EBS, the EAS is a federally regulated system (See FCC Rules Part 11) that makes it possible to broadcast warning messages over commercial radio and TV including cable. While it is generally expected that most local stations will voluntarily interrupt regular programming to carry a live or rebroadcast EAS alert message, they are only required to do so if they are a Participating National (PN) station and the Emergency Action Notification (EAN) is being delivered by the President or other federal authorities. All other stations that are designated Non-Participating National (NN) stations can either broadcast the message or sign off the air for the duration of the President's or federal official's remarks.

For EAS messages that originate with the Governor or local officials, participation is voluntary for broadcasters. Currently there are 59 radio and 5 TV stations in the 5 county Central Puget Sound

planning area that have the capacity to monitor the local VHF/UHF radio relay network and carry an EAS alert message. By agreement, such messages for King County jurisdictions may be inputted by the NWS Seattle Forecast Office (162.55 or 162.425 MHz), the State EOC (155.475 MHz), or by designated dispatch centers or EOCs in Seattle, Bellevue, Lynnwood and King County (450.0875 MHz).

At a minimum, warning messages that would affect persons in Seattle should be available over:

- ◆ KIRO 710 AM (Local Primary-1 Entry Point),
- ◆ KPLU 88.5 FM (Local Primary-2 Entry Point),
- ◆ NOAA Weather Radio (162.55 or 162.425 MHz), and
- ◆ All cable TV channels.

In weighing the decision about how to achieve the best possible coverage, it should be borne in mind that some area stations operate in an unattended mode for extended hours at night, on weekends and holidays. During these periods there would be no one on duty that would be able to monitor the local relay network.

d. Comprehensive Emergency Management Network (CEMNET) Radio

A State Emergency Management Division Lo band VHF two-way radio system, which is used as a primary backup link for emergency and administrative communications between the State EOC and local EOCs throughout the state. Other stations that have CEMNET radio capability in the local area include the Seattle NWS Forecast Office, Washington State Ferries EOC (Colman Dock), Harborview Medical Center Emergency Room, and the University of Washington Seismology Lab. EOCs in Northwest Washington use channel 1, which is programmed to operate on 45.20 MHz.

e. Satellite Phone

Some jurisdictions throughout the state, including the Seattle EOC, have satellite phones. These phones, which are used to backup other means of communications, have both a satellite telephone and radio capability. Most importantly for Seattle, the phones enable the Seattle EOC to connect with a commercial land line phone outside the local area and with other satellite phones maintained by the Governor's Office, State EOC, FEMA Region X Regional Operations Center (phone only), the King County EOC, City of Kent Emergency Management, and the Pierce County EOC.

f. National Oceanic and Atmospheric Administration (NOAA) Weather Radio

The NOAA Weather Radio network has more than 520 stations in 50 states and near adjacent coastal waters, Puerto Rico, the US Virgin Islands and US Pacific Territories. Known as the "voice of the National Weather Service (NWS)", NOAA Weather Radio is provided as a public service by the Department of Commerce, which broadcasts NWS warnings, watches, forecasts and other hazard information 24 hours a day.

Starting in the late 1980s, NOAA Weather Radio was made available to help local governments warn the public of all kinds of "civil emergencies".

Today, weather radios can be equipped with a special alarm tone feature that sounds an alert and at the same time activates the radio to give information about an immediate life-threatening situation. The hearing and visually impaired can also get these warnings by connecting weather radios with alarm tones to other kinds of attention getting devices like strobe lights, pagers, bed-shakers, personal computers and text printers.

The Seattle Forecast Office, whose warning area encompasses 14 counties in Northwestern Washington, is the source for local NOAA Weather Radio. On a continuous basis they report updated marine and inland weather information over 162.55 and 162.425 MHz. They also use the radio to supplement coverage for warning dissemination by local government over the Emergency Alert System or by other means.



g. Rapid Alert for Cascadia Earthquakes (RACE)

Using a broad network of seismometers and strong motion accelerometers in Washington and Oregon, called the Pacific Northwest Seismograph Network (PNSN), the Geophysics Program at the University of Washington (UW) monitors and measures seismic activity. Whenever ground motion is detected a page is automatically sent to the Seattle, King County and Washington State EOCs, which receive the information on a dedicated desktop PC that sounds an alarm and displays the date, time, location, magnitude and depth. Anytime seismographs register a magnitude 3 or greater on the Richter Scale an additional auto-FAX is sent to these centers.

### C. Local Warning Practices

Both the Seattle Fire and Police Departments, either independently or together, can effect a door-to-door warning of residents in a localized emergency. Because this can easily become labor intensive, additional support can be drawn in a reasonably speedy manner from other stations and precincts in other parts of the City. Even under optimal conditions, however, this form of warning is difficult to manage. When resorting to it in the past it has proven to be time consuming, potentially dangerous for responders, and a heavy drain on sworn personnel.

A much better alternative is the Seattle Public Utilities' (SPU) Outdialing System, especially in those neighborhoods where it can be used to contact members of an established Seattle Disaster Aid and Response Team.

#### Available Systems

The following are summary descriptions of localized warning systems that are available to the City:

a. Seattle Public Utilities' Outdialing System

This is a PC generated system that can send a voice or TTY message by telephone to residents, businesses and facilities inside a defined hazard perimeter at the rate of approximately 2,500 calls per hour. It may be accessed through the SPU Water Operations Control Center (WOCC), SPD Communications Center or the Seattle EOC. An invaluable feature is the system's ability to record when a telephone message was received and to automatically call back numbers that were busy, not answered, or left on a recording machine during the first attempt.

The system additionally has the capacity to effect an emergency recall of essential City staff when they are away from the office.

b. Washington State Department of Transportation (WSDOT) Highway Advisory System

Along the I-5 and SR 520 corridors in Seattle, the WSDOT maintains a network of five electronic Variable Message Signs (VMSs) that work in tandem with the Highway Advisory Radio (HAR) to provide motorists with traffic information and warnings. There are two HAR transmitters in Seattle, both of which broadcast over KNEZ-390 Radio (530 AM).

The WSDOT Traffic Management Systems Center (TMSC) at 15700 Dayton Ave N in Shoreline, WA controls both systems. From this location they monitor conditions and feed continuous traffic information that is intended to alert drivers of road conditions, vehicle class and load restrictions, road or bridge closures, or detours.

In an emergency or disaster that affects traffic in or entering Seattle on I-5, I-90 or SR 520, the TMSC would use the VMSs and HAR to warn motorists of obstructions and environmental hazards in addition to giving avoidance instructions.

c. Portable Public Address (PA) Systems

All Seattle Police Department (SPD) patrol cars (192), Explorers and Expeditions (9), patrol boats (2) and all Seattle Fire Department (SFD) apparatus, i.e., pumpers (42), ladders (14), aid vans (20), and Battalion Chief Suburbans and Explorers (15) have PA systems installed. The SPD also maintains five hand-held megaphones in each of the five precincts that can be operated by officers on foot or horse-

back. In a localized emergency these systems are used to alert citizens of an imminent danger, prompt citizens to react in a way that will minimize exposure to harm, give instructions to maintain order and/or direct and control crowds and vehicular traffic.

## D. Local Notification Practices

The City's five operational departments (i.e., SPD, SFD, Seattle Transportation Department, Seattle Public Utilities and Seattle City Light) have dispatch/control centers that operate around-the-clock. Should any of these departments experience an emergency, the dispatch/control center is responsible for alerting management officials and for notifying other appropriate department personnel. Telephone, pager and radio are used for this purpose.

Should the emergency tax a lead department's resources to such an extent that a multi-agency response is required, the dispatch/control center will notify the Emergency Management Staff Duty Officer (SDO) by telephone or pager. The SDO would alert the Director of Emergency Management, and based on the situation or the potential for an escalating situation the Director of Emergency Management would notify the EOC Director. Should circumstances warrant the activation of the EOC, the EOC Director would decide the specific representation that would be needed to staff the EOC and would notify the Mayor, Deputy Mayor and the Chief of Departmental Operations of the:

- ◆ Details surrounding the incident,
- ◆ Actions taken so far,
- ◆ Projected scale and the nature of the total response needed to stabilize and bring the incident under control, and
- ◆ Initial staffing levels established for the EOC.

Notification of EOC responders would be made by the SDO or other emergency management staff by using the "hot" and "ring" down system in the EOC to request department control centers to call assigned department EOC responders by telephone or pager. If dispatch/control center personnel find themselves in a position where they are too busy or unable to make the calls, the SDO or other emergency management staff would use the Outdialing System or the SPD Communications Division digital paging system. Emergency management personnel would also make appropriate notifications to the Washington State Duty Officer and the King County Duty Officer. If there is a need to notify other jurisdictions in King County, the King County Duty Officer will be asked to assist.

### Available Systems

The following are summary descriptions of notification systems that are available to the City:

#### a. "Hot" and "Ring Down" Line Telephone Connections

The Seattle EOC is equipped with two types of dedicated push button telephone connections to department dispatch/control centers and several other non-City control centers. Those outside the City government are:

The UW EOC and Seismology Lab, Seattle School District Security and Transportation Offices, King County Departments of Transportation (Transit Division) and Natural Resources (Wastewater Division), Seattle/King County Public Health EOC, WSDOT TMSC, US Army Corps of Engineers (USACE) EOC, and FBI Joint Operations Center.

The distinction between the two is based on the route of the line connection, i.e., if it travels through the City Network only it is called a hot line; if it requires access through Qwest switches and circuits it is called a ring down line. A vital attribute of the City Network, particularly in contrast to the Public Switched Telephone Network (PSTN) of local central offices, is that it is less susceptible to computer switch shutdowns that can occur when too many people attempt to call at the same time.

In a major emergency or disaster the hot lines and ring down lines will be used as the Seattle EOC's primary voice communications mode for alerting dispatch/control centers of warning and other emergency information, and for requesting the call-out of EOC responders.

b. Digital Pagers

Key individuals, who have been assigned emergency duties in the Seattle EOC, have been issued digital pagers through the Emergency Management Section or through their department. A distinct advantage for using these pagers is the digital messaging capability, which allows brief but specific information and/or instructions to be transmitted to numerous responders within a short time span.

In any event requiring activation of the EOC, the digital pagers are one of several modes that can be used for making notification. The decision to use this system will depend on the operability of other notification modes, the circumstances surrounding the event or incident, and the purpose of notification.

c. King County Regional 800 MHz Trunked Radio System

One of the key features of the citywide programming scheme, or fleet map, used for the 800 MHz trunked radio system is the ability for all City dispatch/control centers, selected outside organization control centers, and the Seattle EOC to talk via dedicated "OPS-INTERCOM" hailing and talk groups. This system also enables two-way voice contact with the Mayor, Deputy Mayor and Communications Director.

In a sudden severe crisis where landline and cellular telephone communications including the City Network are overloaded or interrupted, the Mayor's security detail is expected to switch their 800 MHz portables to the programmed "home" channel (EXEC 1). Both the Deputy Mayor and Communications Director would do the same. Control Centers should at all times have a minimum of one radio monitoring the "OPS CALL" hailing channel. With everyone monitoring assigned two-way channels, warning and notification information can be shared with all control centers simultaneously, and passed to the Mayor, Deputy Mayor and Communications Director individually.

From the Seattle EOC it is also possible to use the 800 MHz trunked system to communicate with the King County EOC, the Washington State EOC, suburban EOCs in King County, the UW Seismology Lab, Seattle NWS Forecast Office, and Harborview Medical Center Emergency Room. The primary talk groups used for these communications are "EOC Common", "EOC Ops", "Seismology Lab", and "Emergency Management Zone 5".

## E. Direction and Control

### 1. Public Warning

- a. When public warning is required by or as a result of a life-threatening incident that originates inside City limits and is confined to a single operational scene, the Incident Commander will be the primary official for determining:
  - ◆ The necessity for giving public warning,
  - ◆ The content of public warning messages,
  - ◆ The extent of coverage required, and
  - ◆ The mode and timing for delivery of messages.
- b. The Incident Commander shall also be responsible for:
  - ◆ Directing all on-scene efforts that are made to provide public warning and instructions to threatened populations.
  - ◆ Ensuring the Mayor, Deputy Mayor, Chief of Departmental Operations and Communications Director are kept in the information loop through the department head and the department Public Information Officer (PIO) respectively.

- c. In these situations the department PIO is the person normally assigned to:
  - ◆ Engage the media if public broadcasting help is needed to transmit warning or emergency public information (EPI).
  - ◆ Act as the City's principal field spokesperson with the media.
- d. Whenever the Emergency Management Staff Duty Officer (SDO) receives warning or other information passed through Federal, Washington State or King County sources, the Emergency Management Director will determine if notification of other City officials and control centers is necessary, and if so, how the notifications will be made. Because there is such a broad range of information that can be referred from these sources, along with varying degrees of associated priorities and urgencies, the Emergency Management Director must have the latitude to interpret, evaluate and decide the appropriate actions, including notifications on a case-by-case basis. Normally, as soon as the Emergency Management Director has had an opportunity to make an assessment, this person will:
  - ◆ Determine the need to advise or consult the EOC Director, the Deputy Mayor, Chief of Departmental Operations, the Communications Director, or any department head.
  - ◆ Instruct the SDO on what notifications to make to include a priority order if necessary.
- e. Once a department receives notification from the SDO, either by contact with the department dispatch/control center, on-call emergency contact or department head, it will be the responsibility of the department head or persons assigned by him/her to direct the internal notifications that will take place within the department.

## 2. EOC Activation

- a. Once the EOC has been requested to increase its readiness to a Phase II or III Alert, two options become available:
  - ◆ The Mayor may direct that delivery of all warning and/or EPI releases are centrally coordinated through the EOC under the supervision of the Communications Director.
  - ◆ The Incident Commander may request assistance for the PIO Team to lend support for any warning handled on-scene, or that is creating an unmanageable burden for field personnel.
  - ◆ Under either option the Incident Commander must ensure the EOC is kept fully apprised of all requirements for warning and/or EPI.
- b. The Mayor is the sole authority for release of an EAS alert message for an incident in the City of Seattle. Acting under his direction an EAS message may be initiated by: the Communications Director, EOC Director, or Emergency Management Director.
- c. Anytime an Incident Commander is confronted with a situation that fits the EAS criteria summarized in the initial paragraph of the EAS section on page 193, this person or a member of the Command Staff will provide the Emergency Management SDO with answers to the following questions:
  - ◆ What is about to happen?
  - ◆ When is it expected to happen?
  - ◆ The specific geographic area of the City that will be affected, to include the specific geographic area of a neighboring jurisdiction if the danger will spread beyond City limits?
  - ◆ The specific emergency protective measures that should be taken by the public?
  - ◆ If evacuation is required, identify the inclusive street boundaries of the cold zone? Also, how the evacuees should be directed, i.e., direction of escape, evacuation routes, and mode of travel?

## F. Special Contingencies

All high-rise buildings (i.e., those structures that have occupied floors 75 feet or higher above the Fire Department street access), under Article 93 of the Seattle Fire Code, are required to have an emergency operations plan (EOP). The SFD prescribes the contents for the EOP, part of which includes procedures for warning building occupants and for emergency notification of the Fire Alarm Center (FAC) by alarm or through E911. In addition there are other facilities, because of their business need to store extremely hazardous substances, that are required under Federal law (Title III, Superfund Amendments and Reauthorization Act (SARA) of 1986, as amended) to maintain an emergency response plan. Among the mandated provisions that must be included in this plan are procedures for warning on-site occupants, for notifying the FAC, and for reporting a toxic release that threatens to spread beyond the facility.

For uniformity this plan builds on the above practices, and adopts the general citywide policy that it is the responsibility of the property owner to develop and maintain a facility plan. This should include provisions for detecting and reporting the occurrence of an internal hazard on the premises, for warning occupants, and for establishing the procedures that will enable all occupants to seek safety. Accommodations must further be made to protect those who are physically challenged or who may become immobilized.

In any incident where a hazard cannot be totally contained at its source and threatens to migrate to adjacent areas or facilities, or to infiltrate ecological or utility systems, the Incident Commander will:

- ◆ Decide what populations and organizations need to be alerted,
- ◆ Determine how and when warning is made, and
- ◆ Direct the delivery of warning and notifications.

For occupants of nearby facilities this should be done within the context of the facility plan. Generally this should be interpreted to mean that building management or maintenance officials would be notified by a sworn public safety officer and informed of the need to take precautionary measures that were considered necessary by the Incident Commander. It would then be up to building management or maintenance officials to alert building occupants and to administer those actions directed by the Incident Commander, e.g., sheltering in-place, lockdown, evacuation, etc.

All facility plans should specify that designated persons always be available to monitor KIRO 710 AM radio or NOAA Weather Radio. In this regard, it is strongly recommended that this be done with a battery-powered radio. Should a requirement exist to disseminate warning to a large area, it will be done primarily through the EAS and Outdialing System and secondarily through NOAA Weather Radio.

Should a smaller scale incident occur where warning needs to be made to non-English speaking persons, the senior SPD official on-scene would ask for assistance from the Chief Radio Dispatcher. The Chief Radio Dispatcher will determine if there are on-duty officers available, who are fluent in the language(s) needed and who could respond to the scene to make portable PA system announcements. To cover those times when this first and preferred option is not possible, the SPD Communications Division maintains a 24-hour telephone number for “Language Bank”, a private organization that can provide interpreters at any time of the day or week in 64 different languages. Similar procedures would be used to locate individuals proficient in sign through another private organization called “Emergency Sign Language Interpreter Program”.

## G. Distribution of Camera-ready Emergency Public Information (EPI)

Emergency instructions on how the public should deal with the effects and/or consequences of various types of hazards can in many instances be pre-drafted. A typical example might involve a safety advisory to help citizens heed a “boil order” in any event causing serious damage to the water distribu-

tion system. Such canned messages, which may be stored on the Emergency Management server, are written in advance by technical or professional experts and kept camera-ready for quick reproduction. Additionally, and once an electronic library of boilerplate materials is compiled, it will simplify the sometimes frenetic workload of the EOC PIO Team by enabling them to quickly craft and cut and paste scripts for EPI announcements.

### H. Limitations

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At present, there are significant limitations in the City's capacity to warn all those that might be at risk in a hazard that would endanger people over a wide area. One method is the Emergency Alert System (EAS), although to hear the message one would have to be tuned to a local TV or radio station. It also is up to each broadcaster to decide whether or not to carry the warning message or to issue it in a timely fashion. As a measure of good faith by the City's two cable companies, Millennium Digital Media and AT&T Broadband have pledged in their municipal franchise agreements to air City initiated EAS messages, i.e., by overriding the normal audio programming on all video channels when technically feasible. Another system that may be used would be the National Oceanic and Atmospheric Administration (NOAA) weather radio. Again this would require a person to be in audible or other sensory attracting range, however the daily use and reliance on this radio by people living and working in Seattle is unknown. One advantage of weather radio is that you can buy portable models the size of a cell phone, which can be activated on signal from the National Weather Service.

Supplementing both the EAS and NOAA weather radio would be the commercial broadcast media, who would be counted on to report the City's message as part of the breaking news story.

Even if all of these systems were used together it still would not guarantee that everyone would receive the message, which may include people engaged in activities that preclude them from hearing a media source, the hearing impaired or people who are not conversant in the English language. A partial solution to offset some of these gaps is the Outdialing System and the ability of Seattle Disaster Aid and Response Teams to monitor the news media and phone for emergency messages. Team members are trained to spread the message by going household to household as part of their preplanned welfare checks, which would include the rendering of aid if necessary. At the present time there are teams in approximately 350 neighborhoods throughout the City.

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### A. Assignment of Responsibilities during the Mitigation Phase of Emergency Management

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#### Disaster Management Committee

Emergency Support Function (ESF) Coordinators in developing annual ESF work plans will consider opportunities that may be available to upgrade department warning and notification systems.

### B. Assignment of Responsibilities during the Preparedness Phase of Emergency Management

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#### 1. Public Information Officer (PIO) Team

- a. In multiple languages that reflect all of Seattle's main ethnic population groups, continue to develop and update camera-ready EPI.
- b. Mayor's Communications Director (ESF-5 Coordinator) will ensure the PIO Team maintains its readiness, through training and response to real events, to effectively utilize the EAS and to perform all other warning functions set out in the ESF-5 Annex.

#### 2. Department Heads and Support Organization Senior Officials

- a. Ensure the Emergency Management Section is kept updated on any changes affecting persons designated as EOC responders, both primary and alternates.
- b. Ensure internal organization notification lists and procedures are kept current and communications systems kept operational at all times.
- c. For those departments with the legal responsibility to take control of an incident scene as the lead agency, the department head will ensure that personnel assigned to act as Incident Commanders, PIOs and control center supervisors are fully familiar with all warning and notification systems as well as the procedures for using them.

#### 3. Department of Information Technology

- a. Communications Section will maintain City-owned and leased telephone and radio communications in the Seattle EOC.
- b. Office of Cable Communications will maintain language in agreements with locally franchised cable companies to support City activations of the EAS.

#### 4. Seattle Fire Department

- a. Ensure PA equipment is regularly tested to check its operational status.
- b. Ensure Fire Alarm Center Dispatchers remain familiar with Emergency Management Staff Duty Officer procedures and responsibilities.

#### 5. Seattle Police Department

- a. Ensure PA equipment is regularly tested to check its operational status.
- b. Communications Division will ensure current emergency telephone numbers are maintained for organizations that can provide foreign language linguists and sign interpreters.
- c. Ensure Chief Radio Dispatchers remain familiar with state and county warning procedures.
- d. Ensure Chief Radio Dispatchers remain familiar with Emergency Management Staff Duty Officer procedures and responsibilities.

#### 6. Emergency Management Operations and Training Unit

- a. By appointment of the Emergency Management Director, the Operations and Training Strategic Advisor II will serve as the City's Warning Officer.
- b. Represent the City at regional meetings where policy and plans are established for inter-jurisdictional



warning systems.

- c. Coordinate with the King County Office of Emergency Management and suburban emergency managers to ensure the “fan-out” list and warning point procedures for King County are kept current.
- d. Take part in or initiate regular tests for EOC based warning and notification systems.
- e. Ensure Auxiliary Communications Service (ACS) EOC responders are proficient in operating EOC warning and notification systems and the procedures for their use.
- f. Provide orientations for Incident Commanders, control center supervisors, Public Information Officers, and Emergency Management staff on City warning systems and procedures.
- g. Oversee the maintenance of EOC call-out procedures and communication systems and the EOC call-out database.
- h. Ensure this Appendix is maintained in a current status.

### C. Assignment of Responsibilities during the Response Phase of Emergency Management

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#### 1. Mayor

- a. In a Phase II Alert, affirm the decision of the Communications Director for when it would be appropriate to centrally coordinate warning and EPI activities through the EOC.
- b. Either directly, or indirectly through the ESF-5 Coordinator, approve the format, content and release of all EPI.
- c. Decide what EPI messages will be conveyed personally.
- d. Either directly, or by delegation to the Deputy Mayor or Council Relations staff person, notify and brief the City Council President of warning and other EPI.

#### 2. Mayor’s Communications Director

- a. Establish a policy for all department PIOs that when they are dispatched to an incident scene as the lead agency spokesperson, they will keep the Communications Director posted on:
  - 1) The scope and impact of significant activities occurring at the scene,
  - 2) The extent of difficulties or complications being encountered,
  - 3) The progress being made to counter problems and threats,
  - 4) The level of media interest,
  - 5) The types of information requests that are being made by the media,
  - 6) The climate of media relations, and
  - 7) The requirements for mobilizing additional PIO Team support.
- b. After evaluating the foregoing information, decide if and when it would be more efficient to centrally coordinate all warning and EPI activities from the EOC.
- c. Once a decision is made to respond to the EOC, determine the requirements for assembling the PIO Team and for initiating PIO Team functions described in the ESF-5 Annex. With regard to notification and warning these will, at a minimum, cover:
  - 1) Notifying and dispatching PIO Team members to appropriate locations and duties,
  - 2) Supervising the production of required EPI, to include materials for non-English speaking populations and the hearing impaired,
  - 3) Obtaining the Mayor’s assent for all EPI,

## ASSIGNMENT OF RESPONSIBILITIES

- 4) Determining, in collaboration with the Mayor and EOC Director, the need to use the EAS,
- 5) Overseeing the use of the EAS, and
- 6) Coordinating the release of EPI with neighboring jurisdictions, the state and federal governments if appropriate, the media, and with the Citizens Service Bureau and Emergency Resource Center.

### 3. Department Heads

- a. In any emergency where the department assumes control of an incident as the lead agency, but does not need the level of multi-agency coordination afforded by an EOC Phase II Alert, will keep or ensure a designated person other than the Incident Commander keeps the Mayor briefed on all relevant details, particularly those that could require the Mayor to act by prerogative or law.
- b. Notify the Emergency Management Staff Duty Officer or Emergency Management Director, either directly or through the department control center, as soon as it becomes necessary to request the upgrade of EOC readiness to a Phase II Alert.
- c. Ensure persons designated to respond to the EOC are available at all times and able to effectively perform EOC assigned duties.

### 4. Incident Commanders

- a. Approve the tactical plan for warning and protecting all persons at risk, and oversee its implementation.
- b. Direct the notification of:
  - 1) Designated department officials.
  - 2) First and second responders, to include the issuance of instructions for safely approaching the scene, location of the entry control (ingress), and the contact information (name and position, cell phone number, and radio channel and call-sign) and location for the person they are to report to.
- c. As needed, request assistance from the department control center to:
  - 1) Coordinate warning information with other control centers.
  - 2) Contact the Emergency Management Staff Duty Officer for assistance, to include:
    - ◆ The use of the EAS.
    - ◆ The use of NOAA Weather Radio.
    - ◆ The use of the Outdialing System.
    - ◆ The use of the WSDOT Highway Advisory System.
    - ◆ Activation of the EOC.

### 5. Department Control Centers

- a. As soon as it is recognized that the department will be assuming the role of lead agency, notify the department head or designee immediately.
- b. As requested by the Incident Commander:
  - 1) Make notifications.
  - 2) Dispatch, or arrange delivery of, resources for first and second response.
  - 3) Contact Emergency Management Staff Duty Officer.
- c. For incidents that do not require support from the EOC, ensure the department head or designee is briefed on significant details and developments in a regular and timely manner.
- d. Whenever information is reported from the scene that indicates the potential for a hazard to threaten or impinge on the infrastructure or operations of another organization, will warn that organization's dispatch/control center immediately. It may also be necessary to coordinate a joint response.

6. Chief Radio Dispatcher, Seattle Police Department

- a. Contact the Emergency Management Staff Duty Officer as soon as possible after the receipt of verbal alerts and warnings from the state or King County or teletype alerts and warnings from the Washington State Patrol over ACCESS.
- b. At the request of the Emergency Management Staff Duty Officer, group-page a pre-designated list of key City officials for an EOC Phase I or II Alert.

7. Department of Information Technology

In an EOC activation and under the direction of the ESF-7 Coordinator, will trouble-shoot interruptions experienced with EOC communications and warning systems, and as necessary arrange for and oversee repairs.

8. Emergency Management

- a. On a 24-7 basis the Staff Duty Officer (SDO) will be available to interface with the state, King County, and department control centers in carrying out the warning and notification functions described in this Appendix.
- b. Emergency Management Director will, after being briefed by the SDO of a warning message or departmental request for assistance:
  - 1) Evaluate the information.
  - 2) If judged advisable, consult any or all of the following officials to obtain feedback and/or further insights on response(s)/action(s) that could be required:
    - ◆ The EOC Director
    - ◆ The Deputy Mayor
    - ◆ The Chief of Departmental Operations
    - ◆ The Communications Director
    - ◆ Any Department Head
  - 3) Supervise Emergency Management staff in implementing decisions made.

9. EOC Director

- a. Whenever an EOC Phase II or III Alert is required, will consult the lead agency Department Head or designee and the Emergency Management Director to determine and direct EOC staffing notifications.
- b. In all EOC Phase II and III Alert activations, will:
  - 1) Assume the principal role for keeping the Mayor informed of all significant activities occurring in the field and EOC.
  - 2) Oversee efforts being made in the EOC to monitor field activities, and to anticipate and support requirements for making:
    - ◆ Notifications to neighboring jurisdictions, King County Office of Emergency Management, and Washington State Emergency Management Division.
    - ◆ Public warning and Emergency Public Information.

The following terms and definitions were taken from Washington State Military Department Emergency Management Division National Warning System (NAWAS) Handbook and the National Weather Service Guide to Products and Services for the State of Washington:

## EMERGENCY MANAGEMENT TERMS

**ALTERNATE STATE WARNING POINT** – The State designated and FEMA approved facility located in the Washington State Patrol Communications Center in Yakima, WA. It assumes operational control of the NAWAS as directed by the state Warning Officer and/or Emergency Management Duty Officer. It is capable of communicating directly with the National Warning Center, other FEMA Regions, other states and all Primary Warning Points in Washington.

**DUPLICATE WARNING POINT** – A locally designated and FEMA approved facility having identical NAWAS equipment as a Primary Warning Point and is usually co-located or in close proximity to the Primary Warning Point. Normally, the Duplicate Warning Point is an EOC. The Duplicate Warning Point will assume the primary responsibility should the Primary Warning Point be non-operational or as directed by local procedures. Criteria for being a Duplicate Warning Point are provided in FEMA Civil Preparedness Guide (CPG) 1-14, Principles of Warning and Criteria Governing Eligibility for NAWAS Service.

**PRIMARY STATE WARNING POINT** – The State designated and FEMA approved 24-hour facility located in the State EOC at Camp Murray, WA. It is capable of communicating directly with the National Warning Center, other FEMA Regions, other states and all Primary Warning Points in Washington.

**PRIMARY WARNING POINT** – A locally designated and FEMA approved 24-hour staffed facility having NAWAS equipment capable of receiving warning information from several sources, including the National Warning Center, and disseminating it according to established procedures. Normally a public safety communications/dispatch center will serve as the Primary Warning Point. Criteria for being a Primary Warning Point are provided in FEMA CPG 1-14.

**SECONDARY WARNING POINT** – A locally designated 24-hour staffed facility that receives warning information from a Primary Warning Point and further disseminates the warning information according to established procedures. A Secondary Warning Point does not have NAWAS capability.

**WARNING** – Warning is the alerting of government authorities, emergency service agencies and the public to the threat of extraordinary danger and the related effects of natural, technological and human-caused disasters.

**WARNING OFFICER** – The local Emergency Management staff member, who is responsible for providing for the receipt and further dissemination of warnings of all types and for determining methods of warning citizens and alerting governmental offices. This person is charged with supervising the warning activities and preparing warning plans and developing warning systems.

## METEOROLOGICAL TERMS

**ADVISORY** – An advisory is for a less serious weather event than for those where a watch or a weather warning would be issued. Significant inconvenience is possible from advisory related weather events.

**BLIZZARD** – Winter storm conditions (See page 30) with the addition of sustained winds greater than 35 mph that cause blowing and drifting snow and a reduction in visibility to less than ¼ mile.

**BLOWING SNOW** – Wind-driven snow that reduces visibility. It may be falling snow or snow that has already accumulated but is picked up and blown by strong winds.

**COASTAL FLOODING** – The inundation of land areas along the ocean coast, Puget Sound, and other inland waters that is caused by sea water over and above normal tidal action.

**DENSE FOG** – A thick layer of fog, in which visibility is reduced to less than ¼ mile.

**DOWNBURST** – A strong thunderstorm-initiated downdraft that induces an outburst of damaging winds.

**EL NIÑO** – El Niño is a major warming of the equatorial waters in the Eastern Pacific Ocean. El Niño events occur every three to seven years and are characterized by shifts in the normal worldwide weather patterns. In the Northwest, this causes warmer than normal winters, with slightly less (about 5% less) precipitation on average.

**FLASH FLOOD** – Flooding caused by heavy or excessive rainfall in a short period, generally less than six hours. Also, at times a dam failure can cause a flash flood, depending on the type of dam and time the break occurs.

**FLOOD** – Inundation of a normally dry area caused by an increased water level in an established watercourse such as a river, stream, or drainage ditch, or ponding of water at or near the point where the rain fell.

**FOG** – A ground-based visible aggregate of minute water particles, which reduces horizontal and vertical visibility. In weather observations fog is reported when the visibility drops below 5/8<sup>th</sup> of a mile, however this definition is for aviation purposes. When visibility is 5/8<sup>th</sup> of a mile or greater the fog is called “mist” for aviation purposes, but in the general public forecasts is called “fog”.

**FREEZING LEVEL** – An altitude in the atmosphere at which the temperature drops to 32°F. It is different from the snow level, which generally is about 1,000 feet lower.

**FREEZING RAIN OR DRIZZLE** – Precipitation falls in liquid form but freezes upon impact, resulting in a coating of ice glaze on all exposed objects.

**FUJITA SCALE** – Developed by Theodore Fujita (University of Chicago), it is a scale to classify tornadoes based on wind damage. The scale is as follows:

F Number	Wind Speed	Damage
F-0	Up to 72 mph	Light
F-1	73 to 112 mph	Moderate
F-2	113 to 157 mph	Considerable
F-3	158 to 206 mph	Severe
F-4	207 to 260 mph	Devastating
F-5	Above 261 mph	Incredible

**FUNNEL CLOUD** – A funnel-shaped cloud extending from a cumulus or cumulonimbus. It is associated with a rotating air column that is not in contact with the ground.

**GALE** – A wind category in Marine Meteorology defined as a sustained wind velocity of 34-47 knots.

**GROUND FOG** – Fog with little vertical extent, normally less than 20 feet, which is often patchy and in low-lying areas.

**HEAT WAVE** – Heat waves are caused by high pressure at the middle altitudes, 15-20,000 feet. In high pressure, the air subsides or sinks. It is this sinking motion that traps the heat near the surface and causes the excessive heat. When heat is combined with relative high humidity, the result is a heat wave.

**HEAVY SNOW** – Generally means snowfall accumulating to 4 inches or more in depth in 12 hours or less, or snowfall accumulating to 6 inches or more in depth in 24 hours or less below 2,000 feet. Above 2,000 feet it means snowfall accumulations to 12 inches or more in 12 hours or less, or 18 inches or more in 24 hours or less.

**HIGH WIND** – Sustained winds greater than 40 mph and/or gusts greater than 58 mph.

**ICE STORM** – Used to describe occasions when damaging accumulations of ice greater than ¼ inch are expected during freezing rain situations. This can pull down trees and power lines, resulting in loss of power and communications.

**JET STREAM** – Strong winds concentrated within a narrow band in the atmosphere between 25,000 and 35,000 feet. The jet stream often “steers” features such as fronts and low-pressure systems.

**KNOT (KT)** – Unit of speed used in navigation, equal to one nautical mile per hour or about 1.15 statute miles per hour.

**LAHAR** – A torrential flow of water-saturated volcanic debris down the slope of a volcano in response to gravity. A type of mudflow.

**LA NIÑA** – The phase of the El Niño Southern Oscillation (ENSO) where sea surface temperatures in the Central Equatorial Pacific are up to several degrees Centigrade cooler than average. In the Northwest, this causes winters that are cooler and wetter than normal.

**LIGHTNING** – A luminous flash or discharge of atmospheric electricity as a result of tremendous voltage differences created by charge-pumping thunderstorm updrafts.

**MACROBURST** – Large downbursts with a 2 ½ miles or larger outflow diameter and damaging winds lasting five to twenty minutes.

**MICROBURST** – Small downbursts less than 2 ½ miles in outflow diameter, with peak gusts lasting two to five minutes.

**PUGET SOUND CONVERGENCE ZONE** – This is created when ocean winds are forced around both ends of the Olympic Peninsula into Puget Sound. With the Sound forming a natural channel of least resistance between the Olympic and Cascade Mountain barriers, the winds entering from the Strait of Juan de Fuca and the Chehalis Gap are turned at right angles so that they are funneled towards each other. Normally they converge in an area between Sea-Tac Airport and Everett, with the collision spawning a localized area of clouds and precipitation. At times Sea-Tac and Bellingham may have fair weather while the area in between remains under a constant cover of clouds and rain. Westerly winds moving over the Olympics also play an important dynamical role in the Puget Sound Convergence Zone.

**RELATIVE HUMIDITY** – The amount of water vapor in the air (expressed as a percentage) compared to the amount the air could hold if it was totally saturated.

**SEVERE THUNDERSTORM** – Any thunderstorm containing hail greater than ¾ inch in diameter and/or wind gusts greater than 58 mph. A thunderstorm with winds greater than 40 mph or hail greater than ½ inch is defined as approaching severe.

**SLEET** – Frozen rain drops that bounce when hitting the ground or other objects. It does not stick to trees and wires, but it can in sufficient depth cause hazardous driving conditions.

**SMALL CRAFT ADVISORY** – A Marine Meteorology term used to alert small boat (generally a vessel under 65 feet in length) operators of sustained winds on coastal or inland waters of 21-33 knots. Also used to alert for heavy coastal surf.

**SNOW ADVISORY** – Product issued when total-snow accumulations are expected to be less than the winter storm conditions listed below.

**SNOW LEVEL** – The elevation at which rain turns to snow.

**SNOW FLURRIES** – A short duration of intermittent snowfall with no measurable accumulation.

**SNOW SHOWERS** – A short duration of intermittent snowfall with measurable accumulation.

**STRAIGHT LINE WINDS** – Winds associated with a thunderstorm, most frequently found with a gust front. These winds originate as downdraft air reaches the ground and rapidly spreads out, becoming a strong horizontal flow. Damaging straight winds, although rare themselves, are much more common than tornadoes.

**STORM SURGE** – The abnormal rise in water level caused by onshore wind and pressure forces.

**STORM WARNING** – A call to action used particularly in Marine Meteorology when sustained winds (storm force) of 48 knots or greater are expected.

**SUSTAINED WIND** – The wind speed obtained by averaging observed values over a one-minute period.

**SWELL** – Wind generated waves that have traveled out of their generating area. Swell characteristically exhibit a uniform appearance with more regular and longer periods, and with flatter crests than wind waves.



**THUNDERSTORM** – A local storm (accompanied by thunder and lightning) produced by a cumulonimbus cloud, usually with gusty winds, heavy rain, and sometimes hail. Non-severe thunderstorms rarely have lifetimes over two hours.

**TORNADO** – A violently rotating column of air in contact with the ground and extending from a cumulonimbus cloud. It often starts as a funnel cloud and may be accompanied by a loud roaring noise. On a local scale, it is the most destructive of all atmospheric phenomena.

**TSUNAMI** – A series of traveling ocean waves of extremely long length generated by disturbances associated primarily with earthquakes occurring below or near the ocean floor. Underwater volcanic eruptions and landslides can also generate tsunamis. Tsunamis often are incorrectly called tidal waves, although they have nothing to do with tides.

**TSUNAMI WARNING** – A bulletin issued after detection of a strong undersea earthquake that poses a threat to a populated area within the Pacific Region. Warning messages are issued at least hourly, or when conditions warrant until cancellation.

**TSUNAMI WATCH** – A bulletin, issued initially using only seismic information, to alert potentially at risk populations of the probability of a tsunami, and advise that a tsunami investigation is underway. A watch is followed by additional bulletins until it is either upgraded to a warning or canceled.

**URBAN AND SMALL STREAM FLOODING** – Flooding of small streams, streets, or low-lying areas such as railroad underpasses and urban storm drains. This type of flooding is mainly an inconvenience and generally not life threatening, nor is it significantly damaging to property.

**VIRGA** – Wisps or streaks of rain falling out of a cloud but not reaching the earth's surface. When seen from a distance these streaks can be mistaken for funnel clouds or tornadoes.

**VOLCANIC ASH** – A volcanic eruption can send an ash plume into the atmosphere reducing visibility at the ground and in the air. The chemical composition and abrasive characteristics of the particles vary widely, and can seriously affect both people and machinery on the ground and aboard aircraft.

**WALL CLOUD** – A localized, persistent, often abrupt lowering from a rain-free base. Wall clouds can range from a fraction of a mile up to nearly five miles in diameter, and normally are found on the south or southwest (inflow) side of the thunderstorm. When seen from within several miles many wall clouds exhibit rapid upward motion and cyclonic rotation. However, not all wall clouds rotate. Rotating wall clouds usually develop before strong or violent tornadoes by anywhere from a few minutes to nearly an hour. Wall clouds should be monitored visually for signs of persistent, sustained rotation and/or rapid vertical motion.

**WATCH and WARNING** – A weather Watch is issued when the risk of a hazardous weather event has increased significantly, but its occurrence, location, and/or timing remain uncertain. A Warning is issued when a weather condition, which poses a threat to life or property is occurring, or is imminent.

**WATERSPOUT** – A violently rotating column of air in contact with a body of water and extending from a cumulonimbus cloud. In simple terms it is a tornado over water.

**WIND WAVES** – Waves generated from the action of wind on a water surface (as opposed to swell).

**WINTER STORM WARNING** – A warning describing the likely occurrence of one or any combination of the following: Heavy snow, blizzard conditions, heavy accumulations of freezing rain, heavy sleet, damaging arctic wind, or any other life-threatening winter hazard.

**WINTER STORM WATCH** – Issued when conditions are favorable for hazardous winter weather conditions to develop over all or part of the forecast area, but the occurrence is still uncertain. Winter storm watches evolve into winter storm warnings or advisories, or they are canceled.

**WINTER WEATHER ADVISORY** – Issued for winter weather situations that cause significant inconveniences but do not meet warning criteria. If caution is not exercised, however, it could lead to life-threatening situations.



## CONTINUITY OF GOVERNMENT (COG) and CONTINUITY OF OPERATIONS (ConOps)

### A. Purpose

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1. To establish guidance that will enable the City Executive and Legislative branches to continue to effectively govern in times of major emergency or disaster. (COG)
2. To enable City departments to maintain essential services and operations during times of major emergency or disaster. (ConOps)
3. To enable City departments to reestablish normal business functions and levels of service after a major emergency or disaster. (ConOps)

### B. Scope

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This appendix applies to all City elected and appointed officials, and all City employees. It represents the City's primary policy guidance for continuity of government and continuity of operations.

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- ◆ The Charter of the City of Seattle
- ◆ RCW 35.32A.060, Emergency Fund
- ◆ RCW 35.41.050, Revenue Warrants
- ◆ RCW 35.58.180, General Powers of Corporation
- ◆ RCW 42.14.050, City or Town Officers
- ◆ RCW 42.14.070, Officers of Political Subdivisions
- ◆ RCW 42.14.075, Meetings of Governing Bodies of Political Subdivisions at Other Than Usual Places
- ◆ RCW 40.14.070, Destruction, Disposition of Local Government Records – Preservation for Historical Interest – Local Records Committee, Duties – Record Retention Schedules
- ◆ Executive Order re: Inclement Weather – Compensation
- ◆ Personnel Department Rules and Guidelines

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## A. Emergency/Disaster Conditions and Hazards

Major emergencies and disasters are a recurring fact of living and doing business. Both globally and nationally, especially in the past decade, their frequency and costs have increased substantially. Their causality can stem from nature, human-caused and technological mishaps, or even from acts of civil unrest, terrorism, subversion and war.

While we do not in many instances have the advantage of knowing when and where they will occur, nor how much destructiveness they might unleash, we can take prudent steps in advance to mitigate the most harmful effects and outcomes, sometimes substantially. Thus, by effective stewardship of the City's emergency preparedness we can reduce:

- ◆ Casualties,
- ◆ Infrastructure and property damage,
- ◆ Loss of services,
- ◆ Long-term economic disruptions,
- ◆ Human suffering, and/or
- ◆ Environmental destruction.

The Seattle Hazard Identification and Vulnerability Analysis (SHIVA)<sup>1</sup> examines Seattle's vulnerability to a range of hazards that can occur locally, all of which represent potential sources for interfering with government's ability to conduct normal business. Further and especially given language in The Charter of the City of Seattle and Seattle Municipal Code that confers special responsibilities on the City's public safety, transportation and utility departments to respond to these hazards, a "duty" and "standard of care" are implied. It therefore is incumbent on all City departments, as a matter of law and public trust, to assure they do everything that is reasonable to maintain the capacity to sustain and perform essential services and operations at all times. Obligations aside, the ability to meet the many challenges that may arise can not be presumed unless:

- ◆ A solid framework of meaningful mitigation and preparedness measures are established,
- ◆ Established measures are periodically reviewed and tested for currency and effectiveness, and
- ◆ Most importantly, that established measures are made an integral part of every day department business and employee practices.

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<sup>1</sup> URL: [www.cityofseattle.net/emergency\\_mgt/](http://www.cityofseattle.net/emergency_mgt/)

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## B. Assumptions

1. Departments will periodically examine the full extent of their exposure and vulnerability to disruptions that may be caused by or result from major emergencies and disasters. Based on this business impact analysis they will take all reasonable steps to protect critical assets, to identify and sustain essential services and operations, and to have basic mechanisms in-place to return all services and operations to normal.
2. Comprehensive provisions for the safety of employees at work, at home, in transit to and from, and the wellbeing of their immediate families shall be incorporated as a fundamental requirement for all department emergency preparedness planning.
3. Despite the best efforts of government a catastrophic disaster, as might be precipitated by an earthquake or terrorism, could cause delays in governmental response.
4. To offset any break in public services that may occur in a catastrophic disaster, the City maintains the Seattle Project Impact and Seattle Disaster Aid and Response Team (SDART) programs. Together their focus is to help citizens, business and property owners, and institutions:
  - ◆ Be prepared to care for themselves or their occupants for at least the first 72 hours after a major emergency or disaster.
  - ◆ Take advantage of current mitigation initiatives that can minimize the immediate and longer-term dangers and damaging impacts of a disaster.



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## A. General

Continuity of government and continuity of operations rely heavily on the ability of the City's elected and appointed officials to give appropriate emphasis and to commit the necessary resources to assure that departments and commissions are capable of performing critical services and operations in a crisis. This can be a difficult undertaking as City employees, facilities and other assets are subject to the same dangers and interruptions as the public-at-large, and City employees may become victims too. It also presents the City government with the risk of temporarily losing or encountering significant delays in the delivery of goods and services provided by the private sector. But, as public servants, all City officials and employees must be prepared to overcome the many potentially serious challenges that may suddenly face them — **so that any crisis situation can be stabilized at the earliest possible time, and the severity of adverse consequences and impacts can be minimized and eliminated.** None of this is very likely to happen if there are not well thought out and rehearsed plans and procedures to effect an orderly restoration and recovery of government services to normal levels. It is for this very reason that the Mayor requires each department and commission to maintain a current emergency preparedness plan, the generic outline for which is contained in Tab A.

## B. Continuity of Government and Continuity of Operations Model

Especially in today's environment with the ever-looming threat of terrorism, there are five essential elements for maintaining continuity of government and continuity of operations. These are individual preparedness, family preparedness, physical security, survivable operations, and sustainable command and control.

1. **Individual Preparedness:** The backbone for any emergency response is the people who must be available to perform those duties considered essential to respond to, support and manage a hazardous crisis. Individual preparedness means that the City's work force, particularly those that have been designated by their department as essential workers, are:
  - ◆ Able to quickly recognize a direct threat to themselves or react to a warning of a direct threat,
  - ◆ Take the correct protective actions to ensure their personal safety and to minimize the loss of property and valuables in their work space,
  - ◆ Knowledgeable of their department's emergency plan and procedures, and
  - ◆ Equipped with essential supplies for basic comfort and, if absolutely necessary, to enable them to remain in or near or rehabilitate from their work place for at least 72 hours.
  - ◆ For more detailed guidance see Emergency Management's website at [www.cityofseattle.net/emergency\\_mgt/](http://www.cityofseattle.net/emergency_mgt/)
2. **Family Preparedness:** In any crisis that affects the community, it is human nature to immediately think about the safety and welfare of family members. That is why a family plan is so important in lowering anxiety levels and giving City workers a sense of confidence that their loved ones know how and are prepared to take care of themselves. Family preparedness involves planning for:
  - ◆ Making the home more resistant to damage,
  - ◆ How family members at home would seek protection, reduce or avoid further danger, and sustain themselves for at least 72 hours,
  - ◆ Relocation if the home is no longer habitable,
  - ◆ An out-of-state-contact to report family member status to if separated, and
  - ◆ Understanding the school and work place procedures that would be used to protect and care for family members at those locations.
  - ◆ For more detailed guidance see Emergency Management's website at [www.cityofseattle.net/emergency\\_mgt/](http://www.cityofseattle.net/emergency_mgt/)

3. **Physical Security:** The City has numerous variable-use facilities that are managed by six departments: Fleets and Facilities, Parks and Recreation, Seattle City Light (SCL), Transportation, Seattle Public Utilities (SPU), and Seattle Center. Their locations can be found in almost every part of the City. In addition both SCL and SPU own or lease substantial infrastructure outside corporate limits.

While some of the City's infrastructure and assets are more critical or intrinsically valuable and some facilities more densely occupied or trafficked than others, it is important that every department assess the range of vulnerabilities that pose direct or indirect risk exposures to their employees, property and work place environment. All potential hazards, including those that could result from criminal activity and in particular terrorism, should be taken into account.

To help departments do their assessment Emergency Management has distributed multiple copies of the Jane's Facility Security Handbook to Disaster Management Committee members. Another valuable source that offers more in depth advice on infrastructure protection is the US Fire Administration Critical Infrastructure Protection Information Center (CIPIC), whose website is available at <http://www.nipic.gov/index.html>.

It should be the purpose of these assessments to allow department heads and senior managers to make prudent decisions on how to provide the best level of protection without unduly interfering with the conduct of City business. Whenever departments invest in new technology or equipment, relocate operations, or make capital improvements they need to reassess how they can eliminate or at least minimize any former or new vulnerability that may be created.

Finally, it must be impressed on employees that they are an essential part of physical security, and that they must be careful not act in a way that could compromise or disable the physical measures that are put in place.

**NOTE:** For an important insight on the vulnerabilities that terrorism may pose to the nation and especially to a major urban center like Seattle, the recent report by the National Academy of Sciences on Making the Nation Safer: The Role of Science and Technology in Countering Terrorism is recommended reading. It can be found by going to the National Academy Press website at <http://www.nap.edu/books/0309084814/html/>

A second report just released by the U.S. Senate Joint Economic Committee contains two studies on critical infrastructure assurance. The first paper examines critical infrastructure assurance in general; the second looks at assuring critical services, which includes security, from an operational perspective. These documents can be found at <http://www.house.gov/jec/security.pdf>

4. **Survivable Operations:** Because of the purpose and nature of City government and unalterable requirements for convenient public access, it is essential that we:

- ◆ Spend our efforts in making security as unobtrusive as possible.
- ◆ Ensure the loss of a vital capability in one location will not cripple the City's ability to sustain essential operations.

Departments, therefore, should as much as feasible look for ways to add redundancy to critical systems, and to disperse critical operations and assets in more than one location. Redundancy can include but not be limited to having backup power and onsite fuel tanks, transfer switches, uninterruptible power supplies, hot sites, mirrored server sites, multiple communications links, alternate command and control facilities, laminated windows, caches of emergency supplies and water, etc. Critical assets and spare equipment and parts should be stored in different facilities and wherever possible in those having the highest level of security and protection.

In addition departments should thoroughly think through and practice plans and procedures for using backup systems and for relocating operations to secondary sites.

While first responders have always been mindful of the inherent job risks they face, the increased incidence of terrorism has added a new extreme dimension of danger. Today when approaching and

“sizing up” a scene, especially for suspicious objects or an explosion or the apparent release of some form of disabling agent, responders must instinctively recognize the potential of a terrorist attack. With this new level of threat, comes a new set of hazards posed by secondary devices that are intended to make responders as well as those being rescued part of the casualty count. Beside inflicting injuries or worse, the secondary devices have been purposely situated and concealed and timed, so they interrupt, delay and damage emergency operations. Secondary hazards can also come from an environment that has been rendered unsafe or unstable to operate in and that exposes responders to unacceptable risks.

Instilling this new mindset in first responders requires special training in new operational methods and strategies, especially in understanding, countering and defeating terrorist tactics and weapons of mass destruction. A central source for finding such training can be found on the US Justice Department Office of Domestic Preparedness website at [http://www.ojp.usdoj.gov/odp/whatsnew/whats\\_new.htm](http://www.ojp.usdoj.gov/odp/whatsnew/whats_new.htm)

**NOTE:** To aid first responders and those in direct support, Emergency Management has distributed a limited number of copies of the Jane’s Chem-Bio Handbook and Jane’s Unconventional Weapons Response Handbook. This set of compact guides, which is designed for quick reference, contains easy to find information considered very helpful in developing protocols and tactical and operational plans for fire, police, health and hospitals.

5. **Sustainable Command and Control:** In the EOC, each responder position is staffed three deep so the chance of people not being available is minimized. It is also necessary to have multiple alternates to adequately staff the EOC on an around the clock basis for any crisis that lasts longer than eight hours. To ensure this is always possible the Emergency Management Section relies on ESF Coordinators to validate responder names and numbers on a regular basis in order to maintain the reliability of the EOC Callout Roster.

Like the EOC, departments are expected to determine what duties are essential in an emergency. These duties need to be linked to positions and functions and those persons best qualified to assume these roles must be identified as essential personnel. Again like the EOC, these positions must have sufficient depth to ensure they can be readily staffed in an emergency and that staffing levels can be sustained for extended operations.

Whenever authority is delegated there needs to be specificity about how this is done, to include:

- ◆ Who can accept what authority,
- ◆ When is authority delegated and under what circumstances,
- ◆ Boundaries and limitations of authority,
- ◆ Length of time authority will be maintained, and how it will be relinquished.

Department emergency preparedness plans must be kept current and must address how the department will function in an emergency. Tab B of the Basic Plan, entitled Generic Outline for Internal Emergency Preparedness Plans, was developed to help departments organize and develop their emergency preparedness plan.

For operational departments especially, it is of utmost importance that their first responders and field crews be prepared to use the Incident Command System, to include the ability of integrating responders from mutual aid and supporting organizations and where necessary forming a Unified or Area Command. Similarly, it is essential that departments are ready to activate their control centers and are capable of effectively managing those control center responsibilities required in the City’s Disaster Readiness and Response Plan.

## C. Preemptive Actions

### 1. Warning

As is more thoroughly explained in Appendix 3 to the Basic Plan, there are some hazards that can be forecasted up to days in advance. Others that occur as a random event, but which are discovered at an early stage, can allow for their behavior and pathways to be predicted. It is also possible in some cases to learn of the plans of a terrorist organization or some other group to commit criminal acts that would harm the public, damage or destroy property, and/or damage the environment.

Depending on the nature of the threat, departments can receive warning in various ways:

- ◆ Weather events are broadcast over the media and through other more discreet means, and normally allow the greatest amount of time to take protective measures.
- ◆ The discovery of an explosive device or the release of a hazardous material offers a much shorter time to react, but there still can be time to take actions that will save lives and minimize the damaging effects that could result.
- ◆ The federal government in response to the heightened terrorism threat has created the Homeland Security Advisory System. Its design and implementation signifies five levels of threat conditions, each of which represents a graduated increase in urgency and gravity. With each upgrade in threat level, it is expected that government, business and the public would exercise a greater degree of vigilance for suspicious activities and in measurable stages take appropriate precautionary actions that would reduce vulnerabilities. More details can be found on the White House website at <http://www.whitehouse.gov/news/releases/2002/03/20020312-5.html>

### 2. Protective Measures

- a. Departments in their internal emergency preparedness plan should specify what they would do to increase their level of preparedness, based on the nature and immediacy of the threat.
- b. Anytime the City receives warning of a threat that could affect Seattle, the Emergency Management Staff Duty Officer will perform those functions required for the EOC to increase readiness to a Level I Phase of Alert.
- c. Anytime the federal government uses the Homeland Security Alert System to announce an Elevated (Yellow) or High (Orange) condition of alert that is likely to involve Seattle, the EOC readiness will be increased to at least a Level I Phase of Alert.
- d. Anytime the federal government uses the Homeland Security Alert System to announce a Severe (Red) condition of alert that is likely to affect Seattle, the EOC readiness will be increased to at least a Level II Phase of Alert.

## D. Local Policies

### 1. Lines of Succession:

- a. **Mayor:** "In case of the absence of the Mayor from the City, or if he or she from any cause be incapacitated from acting, the President, or in case of his or her disability of absence, the acting president of the City Council shall act as Mayor, and for the time being exercise of all his or her powers."<sup>2</sup>
- b. **Mayor and Other Elective Offices:** "If the office of Mayor shall become vacant, the President of the City Council shall become Mayor; provided, that said President may within five days of such vacancy decline the office of Mayor, in which event the City Council, shall within twenty days thereafter, proceed to select by ballot a person to fill such vacancy, who shall possess the qualifications required for election to such office; such selection to be effective only upon the affirmative vote of a majority of all members of the City Council. If any elective office shall not be filled within twenty days

after it becomes vacant, the City Council shall meet and ballot at least once each day, excluding Saturdays, Sundays and legal holidays, until such vacancy has been filled.”<sup>3</sup>

- c. **Appointed Officials:** “If any appointive office shall become vacant, the same shall, except as is otherwise provided in this Charter, be filled in the same manner as if at the beginning of the term, and the person appointed to fill the vacancy shall hold office for the unexpired term.”<sup>4</sup>
2. **Backup Facilities:** Departments have the responsibility for determining critical functions and facilities that are vital to sustaining their operations, and deciding how best to reconstitute them if necessary. The Fleets and Facilities Department is available for consultation and help in finding suitable facilities, to include the temporary use of existing city sites that can be converted to accommodate essential emergency operations. They also maintain an inventory of space assets that can be used for relocation of the Mayor’s Office, the City Council, and the Emergency Operations Center. For more information see the Facilities Appendix to the ESF-7 Annex.
3. **Emergency expenditures:** In any serious crisis departments can find themselves in a situation where they have to purchase or otherwise secure services and resources they don’t have on hand or in adequate supply. So long as it is possible, departments will use normal and/or emergency contracting procedures. Sometimes, however, an extreme urgency can require the Mayor’s intervention to waive normal contracting practices, or require the Department of Executive Administration Director to temporarily increase credit card limits or the City Council to approve an emergency increase department budgetary authority. For specific guidance on how to resolve critical procurement demands, departments should review the Finance and Contracting Appendices to the ESF-7 Annex.
4. **Disaster Response by City Employees:** The ability of the City’s work force to staff essential functions during a crisis is vital in enabling the City to effectively respond to the safety and service demands that can be created. Department heads must acquaint themselves with Personnel Department Rules and Guidelines (available on the inweb), which explain how to manage City employees when the safety of the workplace is threatened or when the ability of employees to safely get to and from their workplace is too risky.
5. **Temporary Closure of City Facilities or Curtailments in Access:** There are times when City facilities are temporarily closed because it would be unsafe to expose City employees to hazards that could affect employees getting to and from work, or from a threat that would affect their work place. The Mayor is the primary authority for making such decisions, and when there is adequate forewarning and time the Mayor will announce his decision and use all means available to advise employees and the public. The most easily recognized example has been closures for snowstorms. However, there are other circumstances, which have occurred. During the WTO, there was a lockdown of some City buildings to protect employees and prevent damage and occupation by people who had engaged in property destruction. In another instance, the Seattle Police Department Communications Center was relocated because of air quality concerns in their facility.

Because the safety of employees and the public who use City buildings is the ultimate concern and because some threats require immediate action, the City’s policy is flexible enough to allow department heads or building management officials to order those measures that would be most prudent. At the same time or at the soonest time possible, the facts of the situation and the precautionary steps that were taken must be communicated to the Mayor. It shall be the Mayor’s prerogative to concur, or to order another course of action and to ensure the public is given appropriate information.

The specifics of when and how departments will manage situations that require closing or restricting access to City facilities shall be covered in internal emergency preparedness plans and the Facilities Appendix to ESF-7.

<sup>2</sup> Section 9, Article V, Charter of the City of Seattle

<sup>3</sup> Section 6, Article XIX, Charter of the City of Seattle

<sup>4</sup> Section 6, Article XIX, Charter of the City of Seattle

### E. Direction and Control

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The Basic Plan describes the City's emergency management system, which includes the policies and procedures that will be used to direct and control any form of crisis that involves a multi-agency response and/or the activation of the EOC.



### A. During the Mitigation Phase of Emergency Management

#### 1. All City Departments and Commissions

- a. Will conduct periodic “hazard hunts” and “risk assessments” of all facilities and offices to identify potential sources of harm to occupants and/or property. Typical examples may include:
  - ◆ Storage of toxic or flammable substances,
  - ◆ Non-structural fixtures or furnishings that could collapse or topple over,
  - ◆ Faulty procedures or practices.
- b. Take prudent steps to eliminate or control all existing hazards or risks.
- c. Ensure that protection and survivability of critical assets are given due consideration in the strategic planning and budget process.

#### 2. Department of Executive Administration, Risk Management Division

In developing policy and guidelines for the City to follow in risk management, ensure due consideration is given to formulating and promoting mitigation opportunities that create safer and pollution-free work environments, and reduce the City’s exposure to:

- a. Workplace hazards that could cause injuries/deaths, that can result in compensation claims and lost productivity.
- b. Damage and/or destruction of property, that can result in disruptions or stoppages of services and revenues.

#### 3. Finance Department

Maintain the City’s Emergency Fund.

#### 4. Fleets and Facilities Department

- a. Provide planning assistance to departments in finding and establishing alternate work sites.
- b. Oversee an ongoing program to evaluate the structural integrity of City-owned buildings, using standards such as the Uniform Building Code (UBC) for seismic zone III.
- c. In combination with the Department of Planning and Development, develop a citywide strategy to invest in capital improvements that can in an earthquake, civil disturbance or terrorist attack:
  - ◆ Maximize the safety of building occupants.
  - ◆ Provide a level of structural soundness and damage resistance that is appropriate for each building’s specific function and type of occupancy.
- d. Continue to work with City departments in evaluating the need for, siting, and installation of emergency generators and/or transfer switches.

#### 5. Personnel Department

Through the Safety Committee work with and assist City departments with workplace safety and accident prevention policies and programs.

#### 6. Department of Planning and Development

- a. Ensure available information on hazards and their probability of risk to the local population and environment are used as planning factors in developing land use and zoning policies.
- b. Act as lead in developing a City seismic hazard reduction process.

## B. During the Preparedness Phase of Emergency Management

### 1. City Departments and Commissions

#### a. Department heads will ensure:

- ◆ The internal emergency preparedness plan is maintained and exercised.
- ◆ Emergency duties and essential positions are identified, and assignments including a primary and two alternates are made.
- ◆ Delegations of authority are clearly explained as to when they will occur and the extent of authority accorded to each position.
- ◆ All persons assigned to an essential position are trained; that necessary monitoring, testing, and refresher training is conducted to assure an adequate level of readiness.
- ◆ Provisions are in place to project replacements for persons vacating essential positions, and that this is foreseen early enough to allow replacements to be trained before they assume the essential position.
- ◆ Protocols for dispatch/control center operations are up to date and in place.
- ◆ Department materials maintained in assigned file cabinets in the EOC are current and adequate to enable EOC responders to effectively perform their assigned tasks.
- ◆ Adequate mutual aid and/or inter-local agreements are established and maintained.
- ◆ Anticipated emergency resources that cannot be met through normal means or aid agreements are identified to the ESF-7 Coordinator.
- ◆ Appropriate emphasis is given to:
  - 1) Developing and maintaining a capacity for 72-hour preparedness among employees and within facilities.
  - 2) Non-structural mitigation to protect employees, clients and visitors, and to prevent damage to equipment and other property.

### 2. Law Department

As requested, assist departments with mutual aid and inter-local agreements.

### 3. Department of Executive Administration

- a. Based on input received from departments, add to blanket contract list or negotiate other arrangements to obtain emergency resources that are likely to be needed in a serious emergency.
- b. Maintain a record storage facility for use by departments.
- c. Maintain backup payroll procedures in coordination with ADP, the City's privately contracted payroll service.
- d. Maintain emergency check writing plan and ensure continued secure storage of paper checks; be prepared to expand expenditure limits of credit cards issued to departments to accommodate emergency spending needs.
- e. Periodically review plans for ensuring emergency cash flow in coordination with the City's banking institutions, including plans to staff accounting functions in alternate locations in the case of a disaster.
- f. Maintain backup procedures for Summit, the City's financial management system.

### 4. Fleets and Facilities Department

- a. Be available to advise departments on alternate facilities.

- b. Maintain backup facilities for the Mayor's Office, City Council and the EOC.
- c. Assist departments with backup power requirements.
- 5. Department of Information Technology
  - a. Offer departments the means to obtain protected storage of back-up magnetic data records.
  - b. Assist departments in securing electronic data systems.
  - c. Assist departments in making their voice systems more robust and redundant.
- 6. Seattle Police Department, Emergency Preparedness Bureau
  - a. Provide guidance, as requested, to help departments/commissions maintain internal emergency preparedness plan.
  - b. As requested, assist departments/commissions in delivering training to their employees for 72-hour preparedness and for performing duties in the EOC.
  - c. As requested, assist departments/commissions with security surveys of their facilities.

### C. During the Response Phase of Emergency Management

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- 1. City Departments and Commissions
  - a. Be able to take pre-planned precautionary measures upon receipt of warning that a threatening hazard is imminent. Anytime the EOC is activated the measures taken will be reported using the Size-up Summary Report (See Appendix 1 to the Basic Plan).
  - b. Be able to rapidly assess and report the condition and capability of the department after the onset of a major emergency or disaster. (See Appendix 1 to the Basic Plan).
  - c. Be able to reconstitute department resources/services that become impaired or damaged from the effects of a major emergency or disaster.
  - d. Be able, as needed, to administer the scheduling of round-the-clock shifts to support periods of extended operations.
  - e. Be able to readily mobilize and dispatch emergency personnel to perform mission essential functions, plus be able to monitor, support and document emergency activities for as long as they remain in service.
  - f. Be able to recognize situations and requirements that need to be coordinated with, or referred to, other control centers, or the EOC.
  - g. If appropriate, be capable of fulfilling all responsibilities required of a "lead agency", including the establishment of the Incident Command System (ICS).
  - h. As appropriate and whenever requested, be capable of supporting a multi-agency response, including integration of first and second responders into the ICS.
- 2. Seattle Police Department, Emergency Preparedness Bureau
  - a. The Emergency Management Staff Duty Officer will be available on a 24/7 basis to receive warning notification and ensure further distribution within the City as called for in Appendix 3 to the Basic Plan.
  - b. Under the direction of the Bureau Chief, the Emergency Management Director will direct staff to activate the EOC at the appropriate level of alert, and callout ESF Coordinators using those procedures described in Appendix 3 to the Basic Plan.

### D. During the Recovery Phase of Emergency Management

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Refer to guidance in ESF-9 Annex, Long-Term Recovery and Unmet Needs.

## A. Administration

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1. Every internal emergency preparedness plan will be reviewed at least once a year or more often if warranted, to ensure it reflects the status of significant changes that have occurred in the department. Special attention should be paid to:
  - ◆ Staffing
  - ◆ Organizational alignments and assignments
  - ◆ Changes in delegations of authority, or the circumstances in which this would occur
  - ◆ Facility utilization
  - ◆ Equipment, material and stock inventories
  - ◆ Disposition of critical assets
  - ◆ Mutual aid and inter-local agreements
  - ◆ Legal requirements, policies and procedures
  - ◆ Introduction of survivability enhancements
  - ◆ Upgrades in systems
  - ◆ Additions or deletions to mission
2. It will also be updated whenever necessary to ensure consistency and compatibility with the Seattle Disaster Readiness and Response Plan.
3. The department internal emergency preparedness plan will be given ample distribution and notice within the department to ensure it is easily accessible to all employees, and that its locations are common knowledge.

## B. Logistics

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1. Mutual Aid and Inter-Local Agreements
  - a. It has been found in analyzing past disasters that the ability to both readily acquire and apply resources, at the most opportune time, can have a profound impact on the outcome of events. Most departments, for fiscal reasons, only maintain a level of resources sufficient to support routine daily operations. A major emergency or disaster, by its very nature and definition, is an extraordinary event. Consequently, such an event can very quickly exhaust the limit of normal resources. In recognition of this fact, some departments have developed mutual aid compacts with counterpart agencies in neighboring jurisdictions.
  - b. Because this can be such a crucial issue, all departments must periodically re-examine the adequacy of arrangements they have made to access and apply the full range of resources they could have need of in a major emergency or disaster. In most cases, departments will find that they will have to rely on sources that are both internal and external to the department. External sources must be referenced in protocols so responsible officials in the department will know where and how to request help that may come from:
    - ◆ Other city departments, or through the Emergency Management Staff Duty Officer
    - ◆ Mutual aid and other inter-local agreements
    - ◆ Pre-arranged contracts with commercial vendors
  - c. It shall be the responsibility of all departments to identify the external resources needed for their emergency response. In the case of mutual aid or inter-local agreements, the department with the help of the Law Department will negotiate, draft, and formalize acceptable accords. **Departments**

should be aware that, in the event of a Presidential Disaster Declaration (PDD), the City may be eligible for state/FEMA reimbursement of costs related to mutual aid if the following conditions are met: (1) The agreement is in writing and in effect prior to the disaster; (2) The City was charged for mutual aid services per the agreement; (3) The agreement does not include a clause that specifies payment only upon receipt of FEMA funds; (4) The City can document the payment for services. For commercial pre-arrangements with the private sector, departments will follow the City's standard contracting procedures for procuring goods and services set forth by the Purchasing Services Division.

- d. While mutual aid, inter-local agreements or pre-arrangements with the private sector can provide departments with a much needed boost in capacity, serious thought must be given to considering the effects of a hazard that could impact multiple jurisdictions simultaneously. Obviously, such an event would severely restrict the availability of mutual aid with nearby jurisdictions. It would also likely cause a spiraling competition among governments and the private sector for the same resources. To avoid the shortages that would result, departments and the Purchasing and Contracting Services Divisions of the Department of Executive Administration must give appropriate thought to:

- ◆ Looking beyond the Puget Sound Region to locate suppliers.
- ◆ Conclude multiple agreements to ensure as much as possible that an available source can be found when needed.

- e. For more information, refer to the Contracting Appendix to the ESF-7 Annex.

## 2. Safeguarding Critical Assets

### a. Real Property, Equipment, and Supply/Inventory Assets

- 1) Aside from seismic retrofitting of structures and non-structural mitigation of building interiors, additional measures must be taken to ensure physical assets are protected, deployable, and secure. Location and distribution are extremely important. While a building, as well as its contents, may survive unscathed, its utility would be severely diminished if damage to surrounding environs caused access to be blocked. Similarly, and especially because of Seattle's topography and confined geography, departments must take into account how their critical resources are dispersed.
- 2) Fire is an example of a department that has been farsighted enough to realize there are areas of the City that might become temporary islands in an earthquake. Knowing that in such an eventuality the ability to move apparatus freely would likely be restricted for a significant period, they have repositioned suppression and other specialized units within these probable isolation zones to temporarily operate without immediate backup. Other departments should take heed of this approach and adjust their situation accordingly.
- 3) Security is another issue that can arise, and must be planned for. Because of limitations in staffing and because of potential obstacles to travel, it is impractical to think the Seattle Police Department is going to be capable of providing all the necessary support. Departments would be better served to think of security in terms of:
  - ◆ Barriers that might be constructed
  - ◆ Installation of security devices such as cameras, electronic security systems, or private security services

### b. Records

- 1) The following vital records storage services are available to City departments:
  - ◆ For documents and other paper records, the Department of Executive Administration maintains the Record Storage Center at 2029 15<sup>th</sup> Ave W, Seattle, WA 98119.
  - ◆ For videos, tapes, disks, etc., the Department of Information Technology can arrange for protected storage with vendors that specialize in magnetic data mediums.

2) Section 40.10.010, RCW, states that: “Local government offices may coordinate the protection of their essential records with the state archivist as necessary to provide continuity of local government under emergency conditions”. Section 40.10.020 goes on to further state that: “The state archivist is authorized to reproduce those documents designated as essential records by the several elected and appointed officials of state and local government by microfilm or other miniature photographic process and to assist and cooperate in the storage and safeguarding of such reproductions in such place as is recommended by the state archivist with the advice of the director of community, trade, and economic development”.

c. Backup Power

Departments should consult the Fleets and Facilities Department for assistance in determining backup power requirements, and arranging installation of permanently mounted auxiliary generators or transfer switches (preferably with an automatic bypass) for connection with mobile units.

d. Backup Communications

Departments should consult the Department of Information Technology (DoIT) in determining backup radio and telephone communication requirements, hardening vulnerable components of existing systems, and securing any additional equipment that is recommended.

e. Security of Electronic Data Systems

Departments should contact DoIT for help any time there is a question of securing electronic data systems and building adequate firewalls to prevent unauthorized intrusions or cyber attacks. DoIT can also offer help in finding hot sites, in addition to protecting against viruses, hardening servers, and setting up mirror servers.



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## GENERIC OUTLINE FOR INTERNAL EMERGENCY PREPAREDNESS PLANS

- I. All City departments and commissions are required to have an internal emergency preparedness plan. While the design and format are discretionary, the management concepts and strategies devised, especially those that require interactions outside the department/commission, must be consistent with the Seattle Disaster Readiness and Response Plan.
- II. It is expected that the internal plan will take into account the entire scope of department/commission operations, services and resources. Within this inclusive context, the prime objective of the plan is to provide employees with clear guidance on how the department/commission will organize, direct, control, and coordinate its actions and functions in any type of emergency or disaster.
- III. In organizing the plan, it is suggested that departments/commissions consider the following as sectional headings:
  - ◆ Emergency Missions and Priorities
  - ◆ Department Capabilities and Limitations
  - ◆ Human and Physical Protective Measures
  - ◆ Emergency Sources of Outside Help
  - ◆ Emergency Strategies
  - ◆ Emergency Procedures
  - ◆ Emergency Assignments
  - ◆ Lines of Succession
  - ◆ Delegations of Authority
- IV. Knowing there will be people involved in the planning process who are not professional emergency planners, the following questions are designed to:
  - A. Offer an insight into basic contingencies that could occur in any department or commission.
  - B. Help planners elicit the answers needed to devise procedures that will work for the department or commission.
    1. How will the department call-out required personnel and where will they go? The answer to the latter must include a provisional site, or sites, to which employees can report if their primary site is inaccessible or unusable.
    2. How will the call-out be done if telephones or radios are not in service? Some, or all departments, might want to consider an automatic response under certain circumstances for at least some critical personnel.
    3. How will employees learn what traffic routes to use, or not use, to avoid danger or impasses in responding to assigned work/staging sites if they are not there at the time of an emergency call-out?
    4. If an emergency causes damage that disables utility, HVAC, and/or data automation systems, how would services be repaired and restored, and by whom? What would happen in the interim?
    5. If an emergency causes the type of damage that would require employees and visitors to evacuate a work site, where would they go initially for reunion (i.e., a nearby assembly area that offers safety from existing hazards and protection from the elements), and subsequently if the usual worksite cannot be reoccupied? How would the whereabouts of all occupants be accounted for and how and who among these people would be transported to a temporary alternate facility if necessary? Further:
      - a) How would public safety help be summoned?

- b) What would happen if there was a delay in public safety help, and/or if all outside communications were interrupted?
  - c) Who would make the decision to vacate a facility, and how would this determination be made?
  - d) Who would be in charge during the evacuation?
  - e) How would occupants be alerted and directed?
  - f) Are there work site valuables and other materials that should be removed or secured? How would this be done, and who would be responsible for such activity?
  - g) How would the evacuation take place? What are the primary and secondary escape routes? How would employees know the proper route, so they could avoid smoke, other toxic vapors and/or choke points?
  - h) How would persons with disabilities (physical or mental), non-English speaking, or those who have become casualties or who are otherwise injured, disoriented or trapped be assisted and tended to?
- 6. If sheltering “in-place” is called for, how will this be carried out? For instance:
  - a) How will warning and internal notification take place?
  - b) Who will be in charge?
  - c) How will instructions from the outside be monitored, acted upon, and be circulated?
  - d) How will the facility be sealed to block the infiltration of toxic outside air?
  - e) Who will be responsible for performing these actions?
  - f) What types of emergency supplies would be needed?
  - g) Where will the emergency supplies come from, and how will they be maintained so they are readily accessible whenever needed?
- 7. According to municipal statutes and the Seattle Disaster Readiness and Response Plan, how does the department complement the City’s system for emergency management?
  - a) Establish how, when and by whom the following essential functions will be administered:
    - (1) Emergency notifications (internal and external)?
    - (2) Post-earthquake rapid screening of facilities?
    - (3) Direction, control, and coordination?
    - (4) Operational reporting?
    - (5) Communications?
    - (6) Logistics?
    - (7) Emergency expenditures?
    - (8) Cleanup?
    - (9) Emergency backup power?
    - (10) Security?
    - (11) Record keeping and backup?
  - b) Explain the department’s responsibilities and operational methodology during the four phases of emergency management? Responses should give department specific answers to the following questions:

(1) Mitigation

- (a) What practical steps can the department take to eliminate or reduce exposure to potential hazards? Examples of conditions that could pose the risk of danger or loss, might include: unrestrained top heavy furniture and equipment; Y2K computer software, hardware or chip application failures; unsafe storage of hazardous materials; inadequate physical security; rigid gas and water service line connections; expansive tilt up or horizontal roof tops; basing heavy equipment at sites in liquefaction zones; etc.
- (b) Such examinations, oftentimes referred to as “hazard hunts”, should explore:
  - (i) How and where the department is vulnerable, and what reasonably can be done about it?
  - (ii) For areas of vulnerability that can’t be cured immediately, what can be done in the short-term to lessen unacceptable risks?

(2) Preparedness

- (a) How will the department train employees on individual and family preparedness?
- (b) How will the department train employees so they are prepared to safely implement the department internal emergency preparedness plan?
- (c) How will the department train employees so they are prepared to perform roles assigned in the City’s Disaster Readiness and Response Plan?
- (d) How will the department determine what emergency supplies need to be stocked, and where and how should they be maintained, rotated, and/or replenished?
- (e) What are the needs to disperse critical assets and how will this be done?

(3) Response

- (a) How will the department receive and act on warning information?
- (b) How will the department conduct and report “size-ups” of its field status, resources, and infrastructure?
- (c) What are the provisions and priorities for reconstituting parts of the department that have sustained casualties, interruptions, and/or damage?
- (d) How will the department manage an incident when it is the “lead agency” (if appropriate)?
- (e) How will the department manage its resources when called upon to support a multi-agency response?

(4) Recovery

- (a) How will the department restore its operations to normal?
- (b) How will the department support the ESF-9 (Long-Term Recovery and Unmet Needs) Coordinator and the Applicant Agent to facilitate the City’s Preliminary Damage Assessment and to establish the department’s eligibility for federal reimbursement of emergency expenditures and repairs?

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